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ABSTRACT

This report on adult learning in Spain first establishes a series of socioeconomic, historical, and conceptual coordinates. Chapter 1 has three parts dedicated to the context. Part 1 has a conceptual map showing the different terms and categories used in adult education and training (AET). Part 2 shows the present socioeconomic context in which AET is carried out. Part 3 deals with their historical development. Chapter 2 offers a sequence of information about four elements that must be understood for an overall view of developments occurring in AET. The adult student profile is identified by gender, age, education level, and environment where training is received. The section on the regulatory framework deals with only the related foundation or legal aspects of the different training institutions, programs, and offerings. Two other elements discussed are education on offer for adults and institutions responsible for AET. Chapter 3 discusses needs, motivations, and methodologies in AET. Three parts identify adult needs and motivation; discuss educational and formative methodology for adults (methodologies of educational supply and of occupational supply); and describe good practices (Mentor and Alba projects). Chapter 4 on the current situation and future trends focuses on the New National Vocational Training Program; national plans; and the Vocational Training and Qualifications Bill. Chapter 5 draws conclusions. (Contains 17 references.) (YLB)

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THEMATIC REVIEW ON ADULT LEARNING



SPAIN

BACKGROUND REPORT

September 2001

Finalised in May 2002

Florentino Sanz Fernández

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1 THE CONTEXT

To fully understand adult education and training in Spain it is necessary to establish a series of socio-economic, historical and even conceptual co-ordinates. This condition is not a whim, as no social phenomenon is defined or explained merely in terms of itself, but gains meaning when put in the context of the place it occupies in space and time. Education and training must obey this general law, and for this reason it is necessary to describe the sociological, historical or political background.

This first chapter dedicated to the context has been divided into three, not necessarily proportional parts. In the first is a conceptual map, which will show the different terms and categories used in the area of adult education and training. The second largest part shows the present Spanish socio-economic context in which adult education and training are carried out. The third part deals with their historical development.

1.1 Conceptual clarification

The concept of an adult

From the legal perspective, article 12 of the *Spanish Constitution* establishes that *Spaniards are legally of age at eighteen*. From the educational perspective and for the purpose of this report, however, we consider an uninterrupted period of study of any level of initial education, at any level, stage, course or grade (both in the non-university and university education system) as a preparatory process for full integration in society. This delays the access of young people to the labour market, and in a way prolongs their juvenile stage beyond the age of eighteen. However, we also include as adults young people between 16 and 18 who have left the educational system and become part of the working population. In this concept of adulthood, the criteria for excluding a person legally of age and studying either non-university or university regulated courses, is not derived from these two conditions alone, but from these two conditions -being a student, and being legally of age- existing within a framework of initial education uninterrupted since childhood. If these conditions are not met, i.e: if a person legally of age were to re-enter the educational system after having left it in any phase of the initial education process, he or she would be considered a mature student and would therefore have to be included in the adult category which we have defined.

The concept of the adult education system and subsystem

The Educational System General Constitutional Law (LOGSE) opts for the use of educational system terminology instead of teaching system terminology, and integrates adult education within the general educational system administered by the Ministry of Education, Culture and Sport. In its preamble, the law introduces express recognition that in the future education will share with other social organisations the transmission of information and knowledge, and in reference to the specific education of adults, states in article 51.1 that *the educational administrations are to collaborate with other public administrations with responsibility for adult training, in particular with the labour administration*. This situation not only provides a reason for talking about the general education system but also about the

vocational training system and different subsystems, in particular regulated vocational training, occupational vocational training and continuing vocational training. In this sense, the 1998-2002 *National Vocational Training Programme* defines Vocational Training as an integrated training system structured in three subsystems (Regulated/Initial Vocational Training, Occupational Vocational Training and Continuing Vocational Training *to achieve active, effective, functional and territorial co-operation and interconnectivity for the National Vocational Training System*).

The prospect of bringing together adult education into one system, integrating basic education, work qualification and training for participating in social, cultural, political and economic life etc., shapes the vast majority of the regulations that move towards integrating initiatives, finding common ground and overcoming mutual disregard. In Spain this is currently an emerging debate that is meeting some resistance in its application, due to the traditional lack of understanding in Spain between official education, occupational training and the area of popular educational movements, and that has generated mutual repudiation on many occasions. Some may consider it rash to talk about educational and training systems and to use adult education, occupational and continuing training subsystem terminologies in a context in which the relationships between the various organisations that intervene in adult education, qualification and training have not yet been structured. As we will see however, their use is allowing us to link and structure the corresponding actions carried out in this field by educational and labour Administrations, and also those carried out by other areas of the general State Administration, by the Autonomous Regions and by employer and trade union organisations.

The concept of adult learning

The idea of learning dealt with in the field of adult education and training is derived from some concepts introduced in the national debate in this area, throughout the discussion process and subsequent publication of the *Educational System General Constitutional Law* (LOGSE). The first of these is that of the comprehensive organisation of basic education, compatible with progressive diversification, a question that is today the object of debate in various political and social sectors. The second is the express recognition indicated in the LOGSE Preamble stating that *education will share the transmission of information and knowledge with other social organisations*. The third refers to the composition of the content of Vocational Training and gives rise to the appearance of two new concepts on the Spanish scene, those of Foundation Vocational Training and Specific Vocational Training.

The idea of adult learning has emerged based on these three concepts. It entails the process for acquiring skills for the comprehension of and function in daily life, for autonomy and the capability of operating in formal and informal educational and training contexts along with communicative contexts traditionally characterised from an educational viewpoint as informal education areas.

The concept of adult education

The education of adults comprises three major areas declared by the LOGSE as objectives. The first corresponds to general education, with special focus on basic education, not limited to minimum education but taking into account the access to different levels of the non-university and university educational system. The second refers to vocational training in its different facets, aimed at initial training, training for the unemployed and training for employed workers. The third comprises all aspects related to the development of skills for participating in social, cultural, political and economic life. Although in reality distant from each other, in the majority of regulations these three distinct areas are not conceived as sealed compartments where specific agents act without each other's knowledge.

The idea of *basic adult education* as the process of obtaining the skills necessary for adequate development in society and attaining what could be termed a *common cultural minimum*, has changed qualitatively and quantitatively as a consequence of the LOGSE law's application. As is known, its application means that the obligatory schooling period for children is extended by two years. For adults, it implies a new definition of the aforementioned skills and an increase in the education load necessary to validate their education and obtain the new system certificate known as the *Secondary Education Grade*, which is progressively replacing the *School Grade* anticipated in the 1970 *General Education Law*.

The concepts of initial/regulated vocational training: foundation and specific

The 1998-2002 National Vocational Training Programme defines the LOGSE-derived Initial/Regulated Vocational Training, indicating that it is the responsibility of the educational Administration. The latter may be general or autonomous, depending on the transfers of authority carried out or that may be carried out in future¹. It includes the Foundation Vocational Training given in the ESO² and in the Baccalaureate, the Specific Vocational Training given in the corresponding Medium and Superior Grade vocational training courses, and finally the Social Guarantee Programmes³ orientated towards students who have not obtained their ESO qualifications. As is obvious, this type of initial training would not be included in our review, as it is aimed primarily at non-adults as far as this study is concerned. However the National Vocational Training Programme itself indicates that it is also open to adults who wish to obtain the corresponding academic qualifications within the concept of permanent training. The National Programme's aim is that its offer should acquire sufficient flexibility to allow real access to adults (our underlining).

Foundation Vocational Training is defined as the set of knowledge, aptitudes, skills and abilities necessary in order to carry out a wide range of professions. The aim of Specific Vocational Training is to provide abilities, knowledge and capacities in order to carry out a profession.

The concept of occupational training

Occupational Vocational Training is defined by the 1998-2002 National Vocational Training Programme as an active employment policy whose priority is: to strengthen access to and re-entry into the employment market for those that require it, through the qualification, requalification or bringing up to date of their professional skills, proven by the corresponding certificates. The specific feature of this subsystem is that the training offer established must immediately correspond to an employment offer. For this reason the National Vocational Training Programme indicates that Occupational Training is the responsibility of the labour Administration at general level, while the implementation of programmes or annual plans corresponds to either the general or the regional Administration depending on transfers of power

1. At present these transfers have been carried out in all the Regional Autonomies, with the exception of the autonomous towns of Ceuta and Melilla.
2. E.S.O.: Compulsory Secondary Education. This completes basic education and consists of four academic years, between the ages of twelve and sixteen. On completion the student obtains the Secondary Education Grade.
3. These are basic education and vocational training aimed at students that have not obtained the Secondary Education Grade qualification on completing the ESO, with the objective of enabling them to enter active working life or to re-enter regulated education

carried out or that may be carried out in future⁴. The ability to respond quickly to labour market needs constitutes one of the strengths of Occupational Vocational Training.

The concept of continuing training

The 1998-2002 National Vocational Training Programme defines this as the set of training actions that may be carried out by companies, workers or their respective organisations, aimed as much at improving skills and qualifications as at re-qualifying employed workers, and enabling compatibility between greater competitiveness for companies and social, professional and personal advancement for workers. Continuing Vocational Training is a function of the social partners and is run by the Tripartite Foundation for Training at Work, with the participation of Administration, Trade Union and Employer representatives. This subsystem stems from the concept of the company as a qualifying organisation, where learning is a permanent process and which usually, by its presence in the market, systematically has access to the most advanced technologies. It constitutes a very suitable framework for qualification and re-qualification. The difficulty lies in the fact that this type of training is overly specific and linked to one job in particular, consequently it could be difficult for the worker to transfer what he or she learns to other situations. The less qualified the worker, the more difficult this might be.

Differentiated use of the concepts of adult education and training

There is, as can be shown, certain confusion about the terms *education* and *training* when referring to adults. This may be due as much to the interest of professionals in the field of adult education in distinguishing their activity from equivalent activities carried out with children and adolescents, as to the ambivalent use made of these concepts, both in the *Adult Education White Book* (1986) published by what was then the Ministry of Education and Science and in the LOGSE itself. However in this law there is no ambivalence in relation to the concept of *Adult training*, the responsibilities for which are attributed to public administrations, in particular the labour administration. We can draw the provisional conclusion that the term *training* is more established and universally used in the area of vocational training and employment, and that it is used in a more ambivalent way in general adult education. This sometimes makes it difficult to clarify the objectives of some actions in adult education. In this report the term *adult education* will be used to include all actions and approaches related to traditional general education, and the term *adult training* as a summary of actions and approaches related to the tradition of vocational training in its different facets.

1.2 The economic context

The fundamental objective of the Spanish economy is to maintain the conditions in order to continue advancing in the process of real convergence, in terms of income and employment, with the most developed European Union countries. In order to do this it is essential to maintain an environment of macroeconomic stability and to increase the Spanish economy's capacity for growth. In the context of the economic and monetary union (EMU), the instruments available for achieving this are basically two: financial policy and the policy of structural reform.

The process of financial consolidation has been compatible with important tax reforms carried out over the last few years. As well as the IRPF (Income Tax) reform, first carried out in

4. To date, all the Regional Autonomies except the Basque Country and the towns of Ceuta and Melilla have had responsibility for Occupational Vocational Training transferred to them.

1999, notable modifications were introduced in company tax in 2000, aimed at stimulating the creation of new companies and investment in R&D, and at supporting companies with a technology base.

GNP growth has experienced important increases, from 2.5% in 1996 to over 4% in 2000, falling back to values near to 3% in 2001. In any case the process of real convergence with the other Euro zone countries continued during 2001, thanks to the maintenance of a growth differential of slightly over one per cent. Other relevant economic indicators are shown in table 1.1.

Table 1.1: Evolution of macroeconomic variables from 1998 to 2001

	1998	1999	2000	2001
GNP Variation %	4.3	4.0	4.1	3.1
Internal demand	5.6	5.5	4.1	2.8
External sector contribution to GNP	-1.3	-1.5	0.0	0.3
Average inflation (RPI)	1.8	2.3	3.4	3.1
Average earnings per hour worked	2.8	2.5	2.3	3.5
Total registered unemployment (% variation)	18.8	15.9	14.1	13.3
Commercial balance (% of GNP)	-3.4	-4.8	-5.9	-5.4
Current account balance (% of GNP)	-0.2	-2.0	-3.2	-2.6
State deficit	1.4	1.1	0.4	0.2

Source: Complutense Institute for Economic Analysis

Future macroeconomic prospects

The Employment Action Plan for the Kingdom of Spain (April 2001) shows the following macroeconomic scenario for 1999-2004 (table 1.2.).

Table 1.2: Macroeconomic Scenario 1999 – 2004
(Average rates of annual variation to 1995 constant prices, in %)

	1999 (P)	2000(A)	2001 (F)	Average 2002-04 (F)(*)
GNP and AGGREGATE DEMANDS				
Final national consumer spending	4.3	3.7	2.6	2.6
Fixed gross capital formation	8.9	5.9	5.3	5.2
Internal Demand	5.5	4.1	3.3	3.3
External balance (contribution to GNP growth)	-1.5	-0.1	-0.1	-0.1
GNP	4.0	4.1	3.2	3.2
PRICES AND COSTS				
GNP deflator	2.9	3.5	3.4	2.5
Final home consumer spending deflator	2.5	3.6	2.8	2.0
LABOUR MARKET (a)				
Employment: % variation	3.6	3.3	2.1	2.1
variation in thousands (b)	507.9	480.0	324.8	978.0
Rate of unemployment (c)	15.9	14.1	12.7	9.5

In terms of equivalent full time jobs.

The creation of employment included as average for 2002-2004 is the creation of employment for the period.

The rate of unemployment given as average for 2002-2004 is that which corresponds to 2004.

(P) Provisional, (B) Balance, (F) Forecast

(*) The estimate of the figures for 2002-2004 corresponds to the 2000-2004 Stability Programme.

Source: INE (National Statistics Institute) and the Ministry of the Economy. Employment Action plan for the Kingdom of Spain April 2001

During 2000 the Spanish economy continued to show strong, balanced, employment-rich growth. With respect to the Euro zone average growth differentials in production and employment were favourable to Spain (around one point and over two percentage points respectively), in this way advancing significantly in the real convergence process.

The recovery of growth of the principal European economies, the reactivation of international commerce and the depreciation of the Euro favoured increased exports, while the change in internal demand moderated import growth. 656,200 new jobs were created and the unemployment rate fell by almost two percent to 14.1% of the active population.

With reference to inflation performance, RPI development was affected by the depreciation of the euro against the dollar, the steep rise in oil prices in the last months of 2000 and the performance of price behaviour of primary foodstuffs. In this way the retail price index finished the year at 3.4%.

The public deficit was reduced to 0.4% of the GNP in 2000. This was possible thanks to the reduction in public spending in terms of the GNP, concentrated on current expenditure to a degree that investment expenditure remained high, consistent with the aim of progressing in the process of real convergence with the central euro zone countries. Additionally, the development of public income also contributed to the reduction in public deficit, thanks to efforts to improve tax collection management, producing increased income and employment.

For 2001 it is estimated that growth will continue to generate jobs with a rise in employment of 2.1%. In this way the unemployment rate will maintain its downward trend to a point where the annual average will be below 13% of the active population.

The objectives of economic policy are aimed at, on the one hand, eliminating deficit and obtaining subsequent surpluses which will enable problems derived from the ageing of the population to be solved; on the other hand, at structural reforms in the products and factors markets, as these are fundamental for guaranteeing the continued, employment-rich economic growth characteristic of recent years.

1.3 The social and labour context

Active, employed and unemployed by gender, age and education level

According to the Labour Force Survey (EPA) data, in the fourth quarter, the Spanish active population rose to 16,912,600 of a total population of 32,876,100 aged 16 or over. In the same quarter, there were 14,610,800 people employed, 2,301,800 unemployed and 15,905,210. Inactive. The activity rate was 51.4%, the employment rate 44.4% and the unemployment rate 13.6% (Table 1.3.).

Table 1.3: Activity, employment and unemployment by gender, 1996-2000

Absolute values in thousands for activity, employment and unemployment							Activity, employment and unemployment rate					
Year	Active		Employed		Unemployed		Activity		Employment		Unemployment	
1996	15,936.1		12,396.0		3,540.0		49.6		38.6		22.2	
	M	F	M	F	M	F	M	F	M	F	M	F
	9,792.7	6,143.3	8,068.8	4,327.2	1,724.0	1,816.1	63.1	37.0	52	26	17.6	29.6
1997	16,121.0		12,764.5		3,356.4		49.8		39.4		20.8	
	M	F	M	F	M	F	M	F	M	F	M	F
	9,848.5	6,272.5	8,266.9	4,497.7	1,581.6	1,774.8	63.0	37.5	52.9	26.9	16.0	28.3
1998	16,265.2		13,204.9		3,060.3		50.0		40.6		18.8	
	M	F	M	F	M	F	M	F	M	F	M	F
	9,881.7	6,383.5	8,517.4	4,687.4	1,364.3	1,696.1	63.2	37.8	54.5	27.7	13.8	26.6
1999	16,422.9		13,817.4		2,605.5		50.2		42.3		15.9	
	M	F	M	F	M	F	M	F	M	F	M	F
	9,892.8	6,530.1	8,790.9	5,026.6	1,102.0	1,503.5	63.1	38.4	56.1	29.5	11.2	23.0
2000	16,844.1		14,473.7		2,370.4		51.3		44.1		14.9	
	M	F	M	F	M	F	M	F	M	F	M	F
	10,067	6,776.8	9,086.7	5,387.1	980.7	1,389.7	63.8	39.8	57.6	31.6	9.7	20.5

Source: Ministry of Labour and Social Affairs Technical Department Division of Social and Labour Statistics: *Labour Statistics Journal* (September 2001)

There are significant gender differences in the labour market. The most relevant is that female population aged 16 and over, which exceeds the male population by over a million (17,048,400 women compared with 15,827,700 men) is much less present in the labour market compared with the male population. Of the sixteen million women of an age to work outside the home, six million, eight-hundred thousand do so or attempt to do so, three and a half million fewer than men. Of those, over five million four hundred thousand are employed, a figure that signifies something over a third of the total employed (37.3%). The logical conclusion is that unemployment is much higher among women than among men, in terms of both the absolute value and the unemployment rate (19.8%), which is more than double the rate for men.

Age also has a significant influence in activity, employment and unemployment rates. The greatest quantity of people considered active is found in the 25 to 54 age range, which rose to 12,516,200 in the fourth quarter of 2000, i.e. over 74% of the active population. Activity rates are therefore much higher in the ranges that represent the central ages of a person's working life.

The employed population included in these age ranges, numbering 11,026,600 people in the fourth quarter of 2000, amounted to almost the same percentage (75.4%) of the total of those working.

Table 1.4: Activity, employment and unemployment by age group, 1996-2000

	Year	Absolute values (in thousands)			Rates (in percentage)		
		Active	Employed	Unemployed	Activity	Occupation	Unemployment
Aged 16 to 19	1996	644.7	317.1	327.1	24.3	12.0	50.8
	1997	605.3	297.3	307.9	24.0	11.8	50.9
	1998	588.0	324.9	263.1	24.3	13.4	44.8
	1999	573.1	354.9	218.1	25.9	15.5	38.1
	2000	552.9	363.2	189.7	25.9	17.0	34.4
Aged 20 to 24	1996	2,047.0	1,244.3	802.7	59.9	36.4	39.3
	1997	2,049.9	1,322.6	727.3	59.1	38.1	35.5
	1998	2,006.3	1,349.4	656.9	59.2	39.8	32.8
	1999	1,965.4	1,432.1	533.4	59.9	43.7	27.1
	2000	1,969.5	1,500.5	469.0	60.8	46.3	23.9
Aged 25 to 54	1996	11,549.1	9,324.4	2,224.7	74.6	60.2	19.3
	1997	11,767.2	9,629.3	2,137.9	75.2	61.5	18.2
	1998	11,942.2	9,971.3	1,970.9	75.5	63.0	16.5
	1999	12,166.3	10,472.5	1,693.8	76.1	65.5	13.9
	2000	12,490.7	10,945.8	1,544.9	77.3	67.8	12.4
55 and over	1996	1,695.7	1,510.2	185.5	16.0	14.3	10.9
	1997	1,698.6	1,515.3	183.3	15.9	14.1	10.8
	1998	1,728.6	1,559.2	169.4	15.8	14.3	9.8
	1999	1,718.1	1,558.0	160.2	15.4	14.0	9.3
	2000	1,831.0	1,664.3	166.8	16.2	14.7	9.1

Source: Ministry of Labour and Social Affairs Technical Department Division of Social and Labour Statistics: *Labour Statistics Journal* (September 2001)

The unemployment rates especially affect young people. A third of those aged 16 to 19 had not found work. This figure, together with that corresponding to the next age range which goes up to 24 years of age, shows one of the characteristics that most define the Spanish labour market, that is the effective delay in the incorporation of young people into employment. Besides this, the reduction of over 61 points in the activity rates corresponding to those over 55 is due not just to the age of retirement, set at 65, but also to a shortening of working life after the age of 55 (Table 1.4.)

Education levels are another important factor affecting the labour market. According to the Department of Employment's Labour Market Analysis (Annual Balance 2000), the active population with only primary education is falling yearly at a rate parallel to that generally produced in the most developed European countries. In inter-annual terms, the number of the active population with just primary education fell by 291,800 in 2000. Inversely, the part of the active population with most growth was the sector with secondary education, with a 5.3% increase, and those with higher studies, with an increase of 7.8%. The sector with mid- or higher-grade technical professional studies also experienced growth. This means that the active population includes increasingly fewer people with low levels of education.

The relationship between education and employment and unemployment rates similarly shows the growing importance of knowledge in the production model. The number of employed increases at all education levels except at the primary education level, which falls intermittently every year. In the fourth quarter of 2000, the employed with primary level education registered a considerable reduction of 7.6% in the inter-annual rate, while employment for those with secondary education rose by 8.2%, and by 9.8% for those with higher studies. Unemployment, falling at all education levels, is increasing among the illiterate.

The level of education is an important factor which not only allows the employment or unemployment of the active population to be gauged, but also the possibility for participating or not in future training offers. In the following table only the effects of education level on activity, employment and unemployment are shown. Later in section two, the profile of the adults

learning in continuing training programmes will be described in detail, according to their academic profile.

Table 1.5: Active, employed and unemployed, by educational attainment, 1997-2000

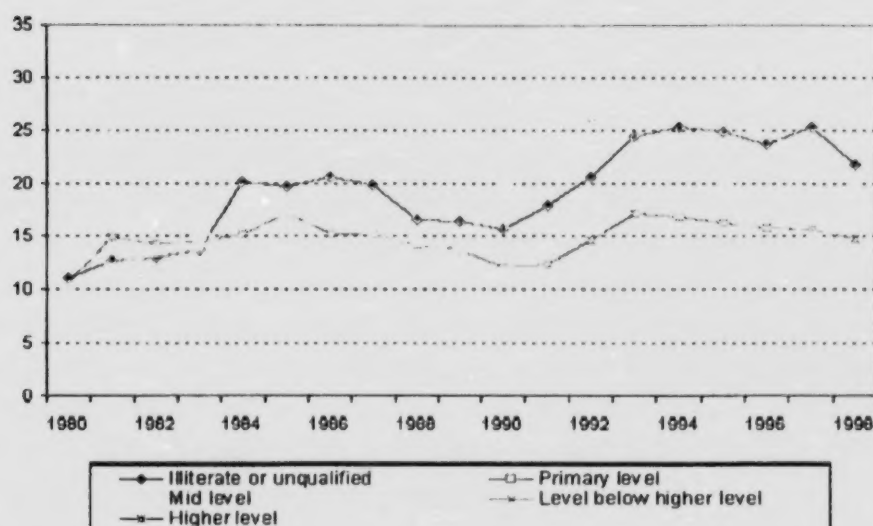
		Absolute values				Rates			
		1997	1998	1999	2000	1997	1998	1999	2000
Active	Total	16,121.	16,265.	16,422.	16,844.	49.8	50.0	50.2	51.3
	Illiterate	113.1	97.3	83.7	93.3	9.4	8.7	8.13	8.3
	Without education	913.6	808.2	832.1	873.7	21	19.1	18.2	18.9
	Primary education	4,286.1	4,152.4	3,875.3	3,583.5	42.6	41.2	40.2	39.9
	Secondary education	7,113.8	7,291.9	7,480.1	7,810.1	59.3	60.1	61.4	62.7
	Post-secondary	3,694.4	3,915.4	4,151.7	4,483.6	78	78.7	78.8	79.5
Employed	Total	12,764.	13,204.	13,817.	14,473.	39.5	40.6	42.3	44.1
	Illiterate	77	70.9	62.1	66.5	6.4	6.3	6.0	5.9
	Without education	701.3	627.5	669.2	711.2	16.2	14.8	14.6	15.4
	Primary education	3,489.1	3,456.8	3,314.1	3,099.8	34.6	34.3	34.4	34.5
	Secondary education	5,434.6	5,763.9	6,181.2	6,628.5	45.3	47.5	50.8	53.2
	Post-secondary	3,062.6	3,285.6	3,590.8	3,967.8	64.7	66	68.1	70.3
Unemployed	Total	3,356.4	3,060.3	2,605.5	2,370.4	20.8	18.8	15.9	14.1
	Illiterate	36.1	26.4	21.6	26.8	31.9	27.1	25.8	28.7
	Without education	212.3	180.8	162.9	162.5	23.2	22.4	19.6	18.6
	Primary education	797.1	695.6	561.2	483.7	18.6	16.8	14.5	13.5
	Secondary education	1,679.2	1,528	1,298.9	1,181.6	23.6	21	17.4	15.1
	Post-secondary	631.8	629.7	560.9	515.8	17.1	16.1	13.5	11.5

Sources: data produced from the Active Population Survey and the Labour Studies Journal. (September 2001) MTAS.

Comparing the development of the last few years (1997- 2000) we can see that there is a direct relationship between the level of education attained and the activity and employment rate, and an inverse relationship between the education level and the unemployment rate (Table 1.5). Effectively, the activity rate in 2000 is barely 8.3% among the illiterate, 18.9% among those who have not attained any academic qualifications, 39.9% among those with primary education, 62.7% among those who have achieved secondary education and 79.5% for those who have obtained a post-secondary qualification or higher. In order to understand these figures adequately, it is necessary to bear in mind that a very high percentage of those who make up the inactive population are retired, and that they have attained a lower level of education.

The longitudinal study of unemployment rates according to education level reveals that the present situation, which indicates that a higher level of education means a lower rate of unemployment, is relatively new. Twenty years ago the rate of unemployment affected practically every group in the same way (between 10% and 20%), except for those who had completed secondary education, where the figure reached 21% (Figure 1.1.) This situation has gradually been transformed in such a way that in 1990 differences were already to be found in the rate of unemployment between all levels of education; the order however, differed from the present one: the group with the highest rate of unemployment was made up by people who had completed secondary education, and the lowest by those with a qualification one step below the highest level. The present situation is very much related to the need for educational qualifications in the "knowledge society".

Figure 1.1: Unemployment rate by educational attainment, 1980-1998



Source: Produced by CIDE from National Statistics Institute data.

Active, employed and unemployed, by Regional Autonomy

As regards geographical distribution, important differences can be detected in the rates of activity, employment and unemployment, depending on the Regional Autonomy in which the person lives. According to data from the *Labour Force Survey* and *Labour Statistics Journal* (September 2001) of the Ministry of Labour and Social Affairs' Technical Department, it can be observed that, if the average employment rate for Spain in 2000 was 44.1%, the communities that exceed the average are the Balearic Islands (52.6%), Catalonia (48.5%), Madrid (48.4%), Navarre (48.5%), the Canary Islands (46.7%), Aragon (46.2%), the Valencian Community (47.1%), the Basque Country (45.7%), Murcia (46.3%) and La Rioja (44.6%). The communities with lower employment rates are Asturias (36.2%) Andalusia (37.4%) and Extremadura (38.3%). The highest employment rate is shown, with notable exceptions, by those communities with a high rate of activity such as the Balearic Islands (55.9%), Madrid (54.7%), Catalonia (53.2%) and the Canary Islands (54%). However Ceuta and Melilla show a high rate of activity (54.1%) and a low rate of employment (41.1%), and at the same time have an unemployment rate of 24.2%, twice the Spanish average. A high unemployment rate is also found in Extremadura (23.7%) and Andalusia (24.5%), with figures over four times that of Navarre (5.9%), nearly four times that of the Balearic Islands (6.4%) and over three times the existing unemployment figures for Aragon (7.2%) and La Rioja (8.1%). Asturias (17.0%) and Galicia (14.8%) also have unemployment rates above the national average. During the last five years all the regional autonomies have increased their rate of activity with the exception of Cantabria, where it fell to 46.5 in 1995 and to 45.9 in 2000. In the same period all the regional autonomies have increased their employment rate, although the difference ranges from an increase of 8.9 in Madrid down to one of 2 in Asturias and 2.2 in Galicia.

1.4 The demographic context

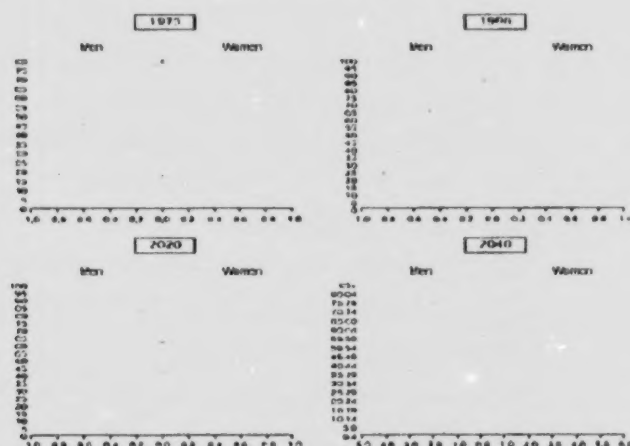
Analysis of population development of recent years shows sustained growth over the last few decades, although this varies according to the year and geographical area. While during

1981 and 1991 the growth of the general Spanish population between censuses was 3.2%, the growth between 1991 and January 1st 1998 was more moderate (2.5%), without reaching an increase of a million inhabitants. At the current rate of births and deaths, Spain will begin to lose population around 2010 if reproductive behaviour does not change or if the demographic contribution through immigration does not grow.

On January 1st 1999, Spain had 40,202,160 inhabitants, with women a relative majority (51.09%), and the 20-29 age range the most numerous. With regard to geographical distribution, the population tends to be concentrated in the coastal areas, with the exception of Madrid. Population growth, while constant during the last few decades, is unequal among the Regional Autonomies, with the Balearic and Canary Islands in the lead.

Towards the year 2020, those belonging to the so-called Spanish *baby-boom*, born between 1957 and 1977, will begin to reach retirement age. The population increase signified by these generations was produced on average ten years later than the same phenomenon in Europe and the United States. In the aforementioned year (2020) the number of people of working age will be reduced and the size of older generations will grow annually (Figure 1.2.)

Figure 1.2: Spanish population pyramids for 1975, 1996, 2020 and 2040. Position of the "Baby Boom" generations



Sources: INE., (National Statistics Institute) 1975 and 1996 Municipal Census. Spanish population projections and U.S. International Census Bureau, Database (2040).

The Spanish fertility rate is 1.1 children per woman, insufficient to ensure generation replacement. If we consider the number of children per woman in Spain, we obtain the lowest figure in the whole of Europe, both in 1998 with an index of 1.16 and 1999 with 1.20. The moderate growth of the population is due as much to increased life expectancy as to the arrival of foreign immigrants. For this reason we will contemplate the development of these two groups: life expectancy (older people) and immigrants. We will also take into account the number of Spaniards resident abroad.

Spain is undergoing one of the fastest ageing processes in the world. In 1999, around 36,000 people every month exceeded the age of 65. In the last century the Spanish population has doubled its workforce, but the number of old people has grown almost sevenfold (6.7) and the number of octogenarians has multiplied by 13. (Figure 1.3). Ageing in Spain can be summed up in the following principle: there are a greater number of older people because more survive beyond 65 (due to the notable fall in the rates of infant and general mortality), and there is more

ageing in the population because there are fewer young people (due to the steep drop in fertility). In this way the older proportion of the population is growing.

Figure 1.3: Development of older population in Spain, 1990-2020



Note: from 1990 to 1999 the data is real; from 2000 to 2020 forecast's are used; from 1970 the population is by design

Sources: INE (National Institute of Statistics); Statistical annual, various years, Population Censuses

INE (National Institute of Statistics); Population Censuses

INE (National Institute of Statistics); Register of Population Register of Residents on 1st May 1999.

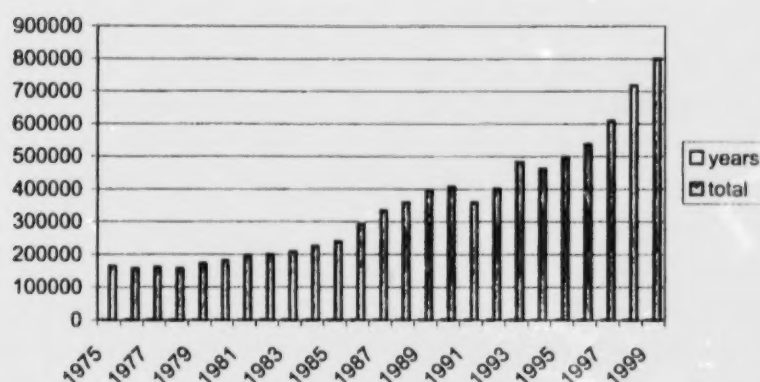
INE (National Institute of Statistics); Projections for the Population of Spain calculated from the 1991 Population Census

Cont. Statistics Service Statistics Service of the

It is important to bear in mind the immigrant population, considered as another factor in maintaining the growth of the Spanish population. The number of immigrants in Spain has increased almost fivefold since 1975 (when there were 165,289 immigrants) to 1999, when the immigrant group reached 801,329 people (Figure 1.4). The regulated foreign immigrant population makes up 1.8% of the total population. Almost half of them (361,873) are of European origin and the rest are from other parts of the world. It should be pointed out, however, that the percentage of European immigrants is tending to decrease (in 1996 it was 50.7%) in 1997 it was 47.4%; in 1998 it was 45.9%; in 1999 it was 45.1%). Africa is the continent with the next largest number of immigrants in Spain, and the number which has increased the most (from 142,816 in 1997 to 211,563 in 1999).

Of the 45.15% of immigrants of European origin, 86.3% come from European Union countries, 19.9% are from the Americas, 26.4% are from Africa, of which three in four are Moroccan, 8.3% are from Asia and 0.12% from Oceania. 0.06% are stateless (Table 1.6). The only ones that do not have problems with the language, because they come from Spanish speaking countries, are from Latin America. Bearing this in mind, it is worth underlining that the mother tongue of four out of every five immigrants is not Spanish, which means an added initial difficulty for their integration into Spanish society.

Figure 1.4: Development of Immigration, 1975 - 1999



Note: Since 1975 the evolution of the immigrant population has grown steadily. From 1991, the series' curve was altered due to the statistical purge suffered that year, when only those with valid residence permits on December 31st of each year were counted.

Source: General Migration Organisation Office data, Ministry of the Interior.

With regard to the distribution by nationalities for 1999, the Moroccan population is double the size of the second largest immigrant population, which comes from the United Kingdom, and three times the size of the German immigrant population. Countries closer to Spain such as France, Portugal and Italy have a number of immigrants that runs from thirty thousand to forty thousand per country.

Table 1.6: Immigrant population by country of origin, 1998-1999

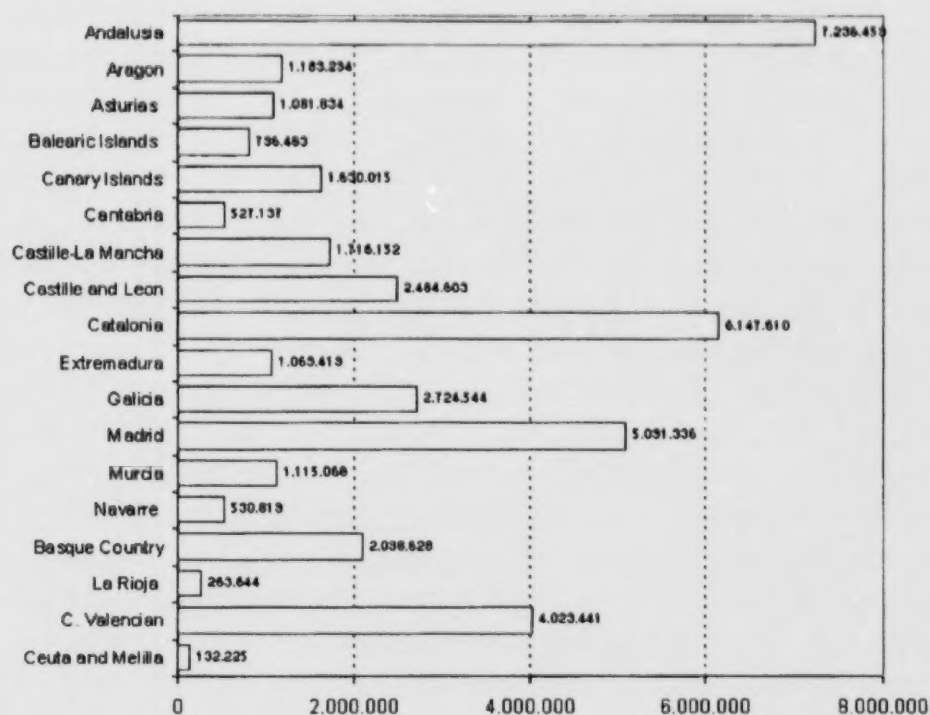
Region		1998	1999
Africa	Total	179,487	211,563
	Morocco	140,896	161,870
America	Total	147,200	159,840
	Peru	24,879	27,263
	Dominican Republic	24,256	26,854
	Argentina	17,007	9,422
	Cuba	13,214	16,556
Asia	Total	60,714	66,520
	China	20,690	24,693
	Philippines	13,553	13,765
Europe	Total	330,528	361,873
	EU countries	295,259	312,203
	Other European countries	35,269	49,670
Oceania		1,023	1,011
Stateless and unknown		695	522
Total		719,647	801,329

Source: National Statistics Institute data for 1998, Ministry of Labour and Social Affairs, Department of Social Affairs, General Migration Organisation Office: Migrations Yearbook 2000 for data for 1998 and 1999.

An important factor to bear in mind is the immigrants' very different economic conditions. Nationals from European Union countries and the rest of the developed world usually establish themselves well in Spain in qualified, medium or high income jobs, easily

establishing residence on retirement. Those from lesser developed countries usually occupy non-qualified jobs and need basic attention in many areas, among others in learning the language, an essential tool for their development in Spain.

Figure 1.5: Number of inhabitants in Spain by Regional Autonomy, 1998



Source: CIDE from National Statistics Institute data.

The territorial distribution of the population by Regional Autonomies shows three large groups according to the number of inhabitants:

- Those with over four million inhabitants. These are made up of Andalusia, with 18.5% of Spain's total population, Catalonia, Madrid and the Valencian Community.
- Those with between one and three million inhabitants. These are, ordered from the most to the least populated, Galicia, Castilla and Leon, the Basque Country, Castilla La-Mancha, the Canary Islands, Aragon, Murcia, Asturias and Extremadura.
- Those with fewer than one million inhabitants. In order of the most to the least populated, these are the following communities: the Balearic Islands, Navarre, Cantabria and La Rioja, to which the towns of Ceuta and Melilla must be added.

Two pieces of complementary data about the distribution of the population by Regional Autonomies may be useful in this report: Geographical distribution of the immigrant population, and the distribution of the older population.

Geographical distribution of the immigrant population and geographical distribution of the older population. The number of immigrants is distributed very unevenly among the different Regional Autonomies. Catalonia is the Community which receives the most (183,736), followed by Madrid with 158,885 and Andalusia with 109,129. In Figure 1.6 it can be observed how the concentration of the foreign population follows the general trend of the population, gravitating towards the most accessible centres of employment such as the islands, the coastal regions and Madrid.

Figure 1.6: Percentage of foreign residents with respect to resident population in each Autonomous Community. December 1999



Source: Ministry of the Interior. Central Police Department. Produced by the General Migration Organisation Office.

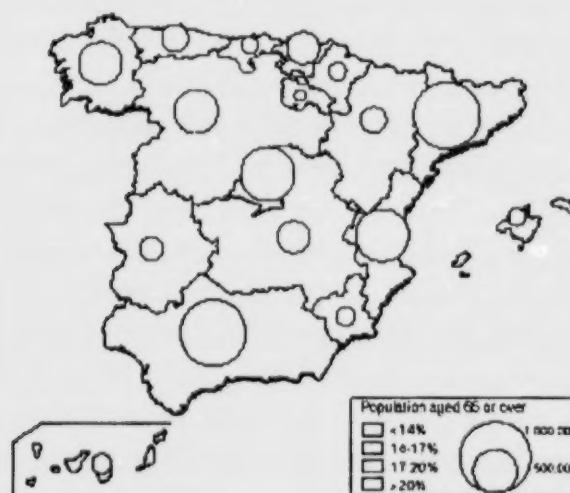
The number of registered foreign workers affiliated to the social security was 334,976 in 1999 and 454,571 in 2000. The increase in foreigners affiliated to the social security was 35.7%. In the last year, the proportion of men to women is almost double: 296,658 compared to 157,780. The distribution between the different Regional Autonomies is also very uneven. On December 31st 2000, of the 454,571 immigrants affiliated to the social security, 106,042 were affiliated in Madrid and 99,917 in Catalonia. The Valencian Community had 42,600, the Balearic Islands 23,462 and Murcia 22,703. If we omit Andalusia and the Canary Islands, which receive a lot of immigration due to their geographical situation (50,188 and 42,406 people respectively), the other regions do not exceed ten thousand social security affiliated foreigners.

Bear in mind that we are considering Regional Autonomies. If we consider the provinces, the difference between them is even more notable. There is a wide difference between the provinces which received most immigrants (at December 31st 2000), which were Madrid and Barcelona with 106,042 and 73,535 Social Security affiliated foreigners respectively, and those which received the least: Avila (352), Palencia (400) and Zamora (504). Attention is drawn to the fact that large provinces such as Seville only had 4,141 immigrants on that date, or that Valladolid or Cordoba barely passed the thousand mark, while Zaragoza had 7,022, Malaga 18,936, Almeria 16,402 and Gerona 12,790. This means that immigrants do not necessarily go to big cities but to where there is more work available to them.

It can be affirmed that *the distribution of the older population* is concentrated much more in urban areas than in rural ones. According to (the Institute of Migration and Social

Services (IMSERSO⁵), more than 4.2 million older people are in *urban* areas, while fewer than 2 million are in *rural* ones. More elderly people live in the six largest municipal areas in Spain than in the remaining 6,000 smaller towns. The ageing problem is accentuated in towns and villages with fewer than 2000 inhabitants: 5,500 mayors have more than 25% of their population aged 65 or over. In the near future the populations of the Regions of Aragon, Asturias, Castilla and Leon and Galicia will be made up of more than 20% elderly people. (Figure 1.7).

Figure 1.7: Distribution of the Population aged 65 or over by Autonomous Community, 1996



Source: 1996 – INE *Renewal of Municipal Register of Inhabitants on 1st May 1996*; National Results and results by Autonomous community, electronic publication

Spanish residents overseas. In the population survey the figures for emigration and Spanish population resident overseas must also be taken into account. Since 1996 the Migrations Yearbook has been using the Spanish Consulates' Residents' Register for December 31st in order to find out about the Spanish population abroad (table 1.7.). According to this register the data offered on December 31st with regard to Spanish residents overseas is as follows:

5. Monitoring organisation for the elderly in their 2000 report.

Table 1.7: Spanish overseas resident population by continents, 1998-1999

		1998	1999
Europe	European Union	571,162	519,571
	Rest of Europe	177,862	152,849
	Total	749,024	672,420
Africa	Total	14,142	12,937
Asia	Total	9,330	8,911
America	North America	180,215	131,339
	Central America	56,213	41,660
	South America	972,412	690,446
	Total	1,208,840	863,465
Oceania	Total	13,856	14,208
General total		1,995,192	1,571,941

Source: Ministry of Labour and Social Affairs Department of Social Affairs General Migration Organisation Office *Migrations Yearbook 2000*.

1.5. The educational and cultural context

One of the most easily readable signs of a population's cultural level is its distribution according to the educational level attained. Despite this, the cultural level of the Spanish population can be not only measured by the results its members obtain in the educational system, but also by the use and development of other educational agents. Although informal educational activity is difficult to measure, we will not limit this report to supporting the cultural level of the Spaniards just in terms of formal education system results. We will also explain other indicators of the adult Spanish population's cultural situation, in particular that of the use of and participation in the different information and communication media, along with the resources that Spanish society allocates to education.

Academic education levels of the Spanish population. According to data from the Labour Force Survey (last quarter of 1999), somewhat over half of the population aged 16 or over have attained secondary education level or higher (this figure is notably lower in the 25 to 59 age range), placing the rate around 36%, according to 1998 figures. 29% have primary education and 17.4% are illiterate or unqualified (table 1.8).

The distribution is different for men and women, in a way that the percentage of women in relation to the total population for each educational level is proportionally greater as the education level attained decreases. In this way, while women account for 48.9% of those with higher qualifications, they also account for seven out of every ten illiterates. It should be borne in mind that the majority of the illiterate are over 60 and that this age range has a female majority, which underlines the historical discrimination that women have suffered in the educational system. This has now changed radically, as the number of women receiving education is practically the same as for men, at all education levels.

Table 1.8: Population aged 16 or over by level of education completed and gender, 1999

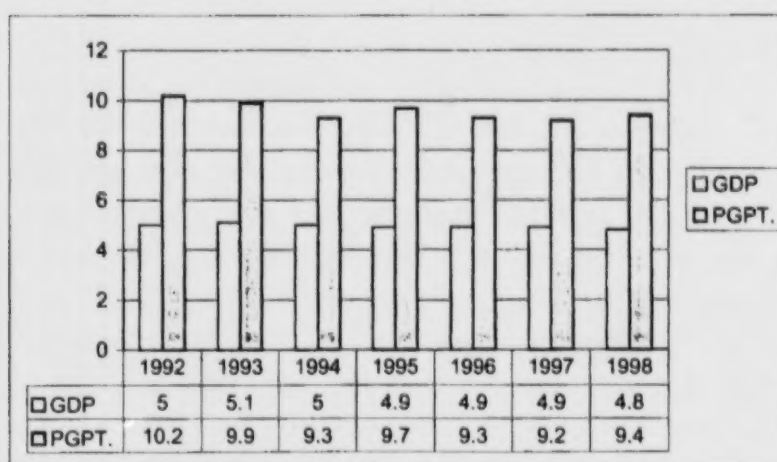
	Both sexes		Women		Men	
	Absolute values	%	Absolute values	%	Absolute values	%
Illiterate	1,003.3	71.64	718.8	4.22	284.5	1.81
Without education	4,668.8	58.36	2,724.7	15.98	1,944.1	12.38
Primary education	9,527.1	52.43	4,994.6	29.30	4,532.5	28.86
Secondary or mid level education	12,159.0	49.12	5,972.5	35.03	6,186.5	39.40
Higher technical-professional	1,579.2	42.24	667.0	3.91	912.2	5.81
First course university	1,878.6	57.04	1,071.6	6.29	807.0	5.14
Second course university	1,845.9	46.45	857.4	5.03	988.5	6.29
Third course university	49.9	37.68	18.8	0.11	31.1	0.20
Other	40.3	58.56	23.6	0.14	16.7	0.11
Total	32,752.1	52.05	17,049.0	100.00	15,703.1	100.00

Source: produced from Ministry of Labour and Social Affairs, Women's Institute and Active Population Survey data

The education level by age shows an inverse relationship. As age increases, a higher percentage of people with a low education level is found, and a lower percentage with high education levels. The data makes this statement clear: practically 90% of the 16-29 age group have higher than primary level education, while the figure for over 70's is 10%.

The development of education spending/investment over the last few years has meant a constant increase in absolute figures, rising from almost three billion pesetas in 1992 to nearly four billion in 1998. However the educational share of the GNP shows a downward trend, bordering on 5% of the GNP for the period in question. The share of total public spending suffered a considerable fall in 1994, rising the next and staying below 10% through all the years considered except 1992. The reasons for these trends should be looked for in the LOGSE development process which initially signified higher investments, and in a fall in the number of students in the system of around a million in the years analysed.

Figure 1.8: Share of Education in the GDP and in the total Public spending



Source: Produced from Spanish education statistics for 1998-1999. Ministry of Education, Culture and Sport

The use of the information and communications media. Another element of the educational/training context which acts as an indicator of the population's cultural level is the use of the media, through which very different *cultural* offers are received. We will deal with some of these superficially:

Printed media

In 1999 a large quantity of books and pamphlets (publications of fewer than 49 pages) were printed in Spain; 59,174 titles in total, with 78.6% in Castilian Spanish and the rest in other languages. This enormous quantity of titles did not have a correspondingly large number of printed copies, which amounted to 239,537,000. The cause lies in the very low average print run, around four thousand copies per publication. Apart from the large print runs of successful novels, the remaining editorial production appears to be of minority interest. There are 6,768 libraries in Spain. In 1998 there were 8,020 mobile libraries. The book reading habit does not appear to be deep rooted among the Spanish population.

The *General media framework for Spain 2001*⁶, reveals interesting characteristics about this population's cultural profile. Among the notable data is that women read fewer newspapers than men, almost half (37.1% opposed to 62.9%), watch less cinema (46% opposed to 54%), listen to less radio (45.5% opposed to 54.4%) and use Internet less (36.9% opposed to 63.1%). On the other hand women watch more television than men (51.5% opposed to 48.5%) and read more weekly magazines, predictably of the *famous people/true-life romance press* type, as these are the magazines with the highest weekly circulation.

Newspapers are read more by men. This is not surprising bearing in mind that the most read newspaper in Spain is a sports paper and that its main competitor, also dedicated to sport, appears in sixth readership position. The audiences of the three main reference dailies in second, third and fourth readership position add up to a little over the combined audiences of the two previously mentioned large sports papers.

Adults over 25 in general read more than young people. On the contrary, young people in the 14 to 35 age range are those that most use Internet, above all those between 25 and 34 (34.4% of the audience), and are those that most read newspapers (22.9% of the audience). Television is watched most by the over 65s (20.1% of the audience).

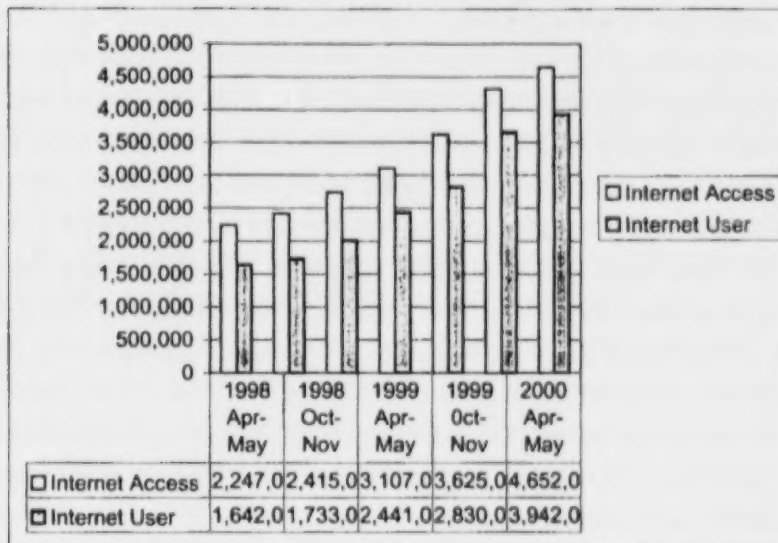
Curiously, the non-working population, with more free time, read less than the working population (44.9% opposed to 55.1%), but watches more television and listens to more radio. The non-working population use Internet half as much compared to the working population (36.9% opposed to 63.1%). These trends can be explained if we bear in mind that unemployment rates are falling as education levels rise.

Internet users

According to the previously mentioned General Media Study (GMS), the number of Internet users is growing less than the number of those who habitually use a personal computer, and is also growing less than those that have access to internet. In this way, nearly four million Spaniards of over 14 years of age were habitual internet users in May 2000; seven hundred thousand more had Internet access but did not use it habitually (Figure 1.9). Given the low index of use, the development potential for this technology, which is probably leading to a new historical era, is very high.

6. published by the association that measures the general over-14 media audience in Spain, the Association for Communication Media Investigation (AIMC).

Figure 1.9: Development of Internet Users



Source: Produced from EGM data

Audiovisual media

With regard to the cinema audience, it is significant that the 3,343 cinemas in Spain sold between them a total of one hundred and thirty million tickets, signifying an average of somewhat over three per Spaniard per year, even though the habit of going to the cinema is much more prevalent among young people and decreases with age. Of these tickets only eighteen million were to see nationally produced films, indicating that the great majority of the cinema audience opts for large, international, and above all Hollywood, superproductions.

The level of theatregoing is much more modest. Just a little over four million people went to see the 17,540 theatre productions staged in 1998.

1.6. Historical overview of adult education and training in Spain

Over the course of Spanish history, adult education and training have been developed in various facets, not always well connected to each other. Of these the two most important have been the academic facet aimed at securing the skills considered basic by the educational Administration, and the labour facet that offered the working population the abilities and skills required by the job market. Later on in the democratic era, a third, cultural facet was recovered, defined in very general terms, and whose object was the promotion of citizens' participation in the social construction of reality. This dimension, in which citizens' organisations played a leading role, reached its zenith in the democratic transition, and was to find its development and support within the public Administration in local corporations (local and county councils). The integrated relationship between the different processes that have taken place in each one of these aspects has never been fluid, and is one of the great challenges still to be met. The search for a solution and satisfactory answer continues to be influenced by Spain's particular adult education story.

1.6.1 Deficiency-centred adult education: the sixties

In the 1960s, both the Spanish educational and labour Administrations tackled adult education in terms of basic academic deficiencies or the absence of elementary work skills. In those years the sole aim of adult education was to eradicate illiteracy, and training was intended to put an end to the lack of skills of a high percentage of the adult agricultural population that had to switch over to new jobs in industry or services in urban environments.

The adult education formulated to fight against illiteracy carried out through the literacy Campaign that started in 1963, must be understood from this viewpoint⁷. So was a drive against the lack of skills of the agricultural population, in order for them to work in industry. This drive started with accelerated vocational training courses followed by the Professional Worker Promotion Programme initiated in 1964.

The reference framework for adult education was solely that of healing the sore of the illiteracy produced by the adult's lack of schooling at childhood age. It was thought that once this was achieved there would be little sense in educating adults. This is effectively how it was viewed in 1973, (ten years after the campaign started) by an order of July 5th in which the National Campaign for Literacy was considered to be concluded, having fully met all its objectives (BOE (Official State Gazette), 11/07/73).

During this decade, work training programmes constituted a parallel strategy for attaining a series of work skills made necessary by development, and lacked by the Spanish population. Many workers were obliged to change production sector, transferring from agriculture to industry and from positions as agricultural day labourers to industrial or service industry workers. In the mid sixties the Professional Worker Promotion Programme (PPO) was created, responsible to what was then the Social Promotion Department, with the aim of tackling the consequences of an accelerated industrialisation process. Before this, the Accelerated Vocational Training programme had been created under the patronage of the State Trade Union movement, with a small number of centres throughout the country, albeit with considerable significance. The creation of the Technical Colleges embodied a clear intention to provide training for tackling the challenge of Spanish industrial development in the sixties. Subsequently, within the framework of the National Employment Institute (INEM) the Training for Rural Employment courses were created (BOE of 29.10.84). They were substituted in 1985 by the National Vocational Training and Entry Plan (FIP Plan, O.M. of 31.07.85), that would be revised on various occasions, and which is now regulated by the Royal Decree 631 of May 3rd 1993.

1.6.2 Attempts to modernise adult education

The 1970 General Education Law was an attempt at educational reform and to adapt to the new social and productive circumstances. It is a law that also modernised adult education, removing it from its strictly literacy-promoting conception, and to promote a new model in a framework of not just the school environment, but rather in the principle of permanent education.

7. One of the first references to adult education in Spanish legislation is found in the 1821 General Public Education Regulation. Articles 106 and 107 of the Primary Education Law of September 9 1857 (the Moyano law) also promoted night or Sunday classes for adults and made a commitment to creating this kind of education in all towns of over 10,000 inhabitants. The July 6th Constitutional Regulation devoted articles 84, 85 and 86 of chapter four, section three, to adult and illiterate education. On 31 August 1922 the Central illiteracy Commission was created by Royal Decree, and in 1950 the Central Board against illiteracy. In 1954 all illiterates between the ages of twelve and twenty-one were obliged to enrol and in 1963 the National Campaign for Literacy was organised.

In those years, the UNESCO, the European Council, the OECD and the Club of Rome made permanent education the central concept of the new educational paradigm. The Faure Report⁸ or the Club of Rome Report⁹ are the best known. The publication of the second version of Coombs' *The World Educational Crisis* proposed learning networks as a reforming strategy. All these education theorists posed new learning and education frameworks that went beyond the limits of school buildings and childhood age. The Spanish educational Administration, influenced by the international context, then proposed a design for reform in accordance with the new conceptual reality.

In 1970 the new General Education Law defined adult education as the total set of opportunities offered to adults in order to complete their education in different aspects of life: personal, professional, social. Adult education is not equivalent to primary or minimal education and much less so to teaching literacy. The chapter dedicated to *permanent adult education* does not limit the education on offer to Basic General Education (EGB) but also offers adults baccalaureate and university education, (breaking in this way the identification of education for adults with minimal education), as well as professional improvement, updating and retraining.

The law was intended to take adult education out of the narrow school framework and emphasised collaboration with other ministerial departments (State Trade Union Organisation, companies and concerned sectors) but, however, introduced confusion: the belief that the priority of adult education consisted in providing school access at any age. With this confusion it failed to create a new model of permanent education but instead prolonged the same school model to adult age.

Ten years later, in 1980, the Basic Law of Employment was published. Its basic objectives were: to increase the level of employment, establish and regulate adequate systems for preventing unemployment, establish an efficient system of protection against unemployment situations, protect occupational and geographical mobility and to achieve a greater degree of labour market transparency via the adequate management of job placement, along with the adoption of measures for making possible professional information, orientation, training and promotion. In short, it dealt with drawing up a modern employment policy in a country that had recently gained access to democracy.

Among the measures for promoting employment envisaged by the law were employment promotion programmes with specific actions in the economic, social and educational fields. From the labour Administration area responsible for labour market management, it was understood that educational type actions have a direct effect on job creation and should form part of programmes established with this aim in mind.

The Basic Employment Law formally introduces the term *Occupational Vocational Training* as that which is aimed at the unemployed. It should be understood as a direct antecedent of the FIP Plan, on which the present Occupational Vocational Training subsystem is based.

Some months before, in March 1980, the Workers' Statute had recognised, among others, the right to *vocational training at work* and to carry out training processes aimed at adapting to new jobs.

The scope of the first annual Occupational Vocational Training programmes was modest, but established however a direction that would be endorsed by the signing of the

8. UNESCO, *Learning to be*. Alianza, 1973.

9. Club of Rome Report, *No limits to learning*, Santillana, 1979.

Economic and Social Agreement (AES) in 1984, with results in 1985 and 1986 that led directly to the birth of the FIP Plan.

1.6.3 *The educational needs of a new model of society*

At the beginning of the eighties Spain began to face a series of social, political, economic and cultural challenges that had to be supported in an educational base for the population. The newly created democracy needed education for political consolidation and the industrial crisis demanded new skills and professional profiles, less stable and more flexible, in accordance with the new information society becoming established. The intercultural relations offered by an increasingly mobile society in both real and virtual terms, require new cultural habits. The considerable drop in employment between 1981 and 1985 reached the lowest employment rate for 25 years in 1985, a year in which a little over ten and a half million people were registered as employed. All this required new reforms and rethinking in education and training, not just for the traditional school population but for everyone in general.

In the democratic transition years the different social organisations grouped together around common objectives, from which certain movements that had acted previously in this field under different names were not excluded (popular schools, literacy schools, cultural circles, rural schools, 'popular universities', Radio Ecce, etc.). These social forces, very often linked to recently won political posts and the exercise of new freedoms, promoted a dynamism in the practice of adult education. All these groups grew and took shape, and the new dynamism that came from practice was absorbed by the educational Administration, first, in the so-called Green Book¹⁰ and then subsequently in the Adult Education White Book. With this initiative, the Administration not only responded to the base group's demands but also followed the 9th European Council directives indicating the need to promote other models of adult education.

The White Book introduced a new reference framework for adult education of a social rather than school-type character, centred more on the needs of the public than on the education offered by the administration and more concerned about (the different types of) learning than teaching. It endeavoured to group together and integrate different teaching modes in a continuum model. But the debate that had been started contained errors which the authors themselves recognised. The educational Administration played too prominent a role, and for complex reasons, not all of them educational, it failed to integrate both the social associations (employers, trade unions, etc.) and the labour Administration that would have contributed so much. It implanted a certain global model in adult education and training, put together from the partiality of the educational field. Besides this, it continued in a way to mimic the compensatory school model in the concept of base education. Its plans did not completely take into account the political situation of the moment, that as a consequence were to lead four years later to the LOGSE, a far-reaching law that largely did away with the adult education model established in the 1986 White Book.

The LOGSE Section III, focused on adult education, corresponded to a key educational policy decision taken in 1990: not to promulgate a specific law for adults in accordance with the White Book model, and to include the regulations within the general education law. Putting into action a specific educational law for adults would have meant separating it from the ordinary education system and therefore from the Ministry of Education itself, as other administrations and social organisations were also involved in running adult education programmes. Those politically responsible at the time considered it rash to put into practice an adult education model within the framework of a principle which, in reality, transcended the educational Administration and school mentality. They did not however wish to

10. Work Document for providing the preparatory dialogue for the Adult Education White Book. Ministry of Education and Science. Madrid 1984.

distance themselves from a series of advanced ideas about adult education circulating throughout Europe, and adopted the solution of integrating them within section III, entirely dedicated to adult education. In this sense it can be said that the law offered previously unknown legal possibilities for putting innovative adult education processes into practice. However the law still did not take into account the extra-academic circumstance in which adults live (unemployment, immigration, the influence of the information society on personal, professional and cultural development, etc.) and was centred on adults' strictly educational or academic conditions. As a consequence the more academic aspects were developed, such as extending Primary and Compulsory Secondary Education to the adult population, but the demands for training derived from the new political, cultural and labour conditions were abandoned. They were displaced outside the education system; some of them were tackled by social organisations through Occupational Vocational Training and Continuing Training programmes, and others by citizens' organisations, very often without due social recognition.

Regional Autonomies such as Andalusia, Catalonia, Galicia and, later, Valencia, which put specific adult education laws into action in this period, continued to do so within the same theoretical opening framework, but with the same practical difficulties for implementing them. In some communities, such as Andalusia, where the steps taken initially were very much in accordance with their specific law for adults' open principles, more restrictive schemes have since been reverted to.

Despite all the difficulties in harmonising relations between the different adult education and training organisations, the social dialogue about vocational training produced important results, notably the renewal and improvement content of the training offer corresponding to the Economic and Social Agreement ratified in 1984, the origin of the 1/1986 Law of January 7 in which the General Vocational Training Council was created. Significantly, 1986 was the year in which the Ministry of Education published the Adult Education White Book.

From 1986 on, the social dialogue previously mentioned found its institutional framework in the General Vocational Training Council, entrusted with putting together the First National Vocational Training Programmes, running from 1993 to 1996. Vocational Training in Spain began to gain importance from 1986, not just due to Spain's joining the European Economic Community in that year, but also because the concept of vocational training as an active employment policy began to be applied in a practical and specific way. The period from 1986 to 1996 can be considered as a key period in the development of occupational training. It can be divided into the following stages:

- From 1986 to 1988. Introduction stage of the First National Vocational Training and Entry Plan (FIP Plan).
- From 1989 to 1992. The quantitative objectives that took preference in the previous stage gave way to other, qualitative aims: improving the technical processes for setting up and running the integrated planning, programming and management model for Vocational Training.
- Starting in 1993, a very important stage for establishing quality training began. The National Vocational Training Programme came into force, centred exclusively on training the unemployed, oriented towards re-entry into the job market, and intended to influence the integration of training and employment processes.

INEM's action during this stage was based on a strategy of continuing improvement for Occupational Training, in a way that would allow the general level of skills to be raised among the unemployed and facilitate their adaptability to the needs of the productive system

and future technological changes. Attention was paid to groups with greater difficulties for entering the job market. The occupational courses on offer were renewed through an ordering and updating process. The Index of Professionalism Certificates was set up, which currently has 130 Certificates.

The importance of the December 1992 agreements, ratified between the more representative employers' associations, trade union organisations and the Government, should also be highlighted. These agreements were to be renewed and complemented on three occasions up to 2000, and strengthened this new phase of Continuing Training. From these agreements on, it was understood that vocational training had to be a fundamental priority in policies intended to provide an efficient answer to labour market needs, and that it also had to be a basic instrument within the active policies for addressing unemployment problems and the need for promoting employment stability.

Paradoxically, 'popular' adult education underwent a crisis right through the democratic years, and found it difficult to maintain its identity when faced with the leading role and sense of urgency acquired by both regulated adult education and work training. The institutions and organisations that kept it going provisionally renounced their direct objectives on many occasions, and joined the administrations in their task, not just in order to avoid becoming isolated from the dominant trend but also in order to survive economically.

The development of the First Continuing Training Agreements during 1993-1996 had a strong driving effect on continuing training in Spain, and on the creation of a training culture that has penetrated all sectors, companies and workers' groups, even those that traditionally did not carry out training.

In 1996 the Ministry of Work and Social Affairs, together with the more representative employer and trade union organisations, ratified an Agreement of Bases for Vocational Training Policy and the second Tripartite Agreement on Continuing Training. In these agreements some new advances were laid down. The first meant that in principle, continuing training was constituted as an integrated subsystem in the vocational training system, implying greater regulatory cover for continuing training as a whole.

During their operational period (1996-2000), the results of the second agreements allowed close to a million and a half workers and a hundred thousand companies to take part in training activities developed to help them. The area of activity was also extended to collectives excluded up to that point: self-employed workers, special rural scheme workers, fixed contract intermittent workers, etc., making access to continuing training practically universal. For this reason, following the conclusion of the Second Agreements in December 2000, the business and trade union organisations went on to renew them.

The model derived from these agreements consolidated the leading role of the employer and trade union organisations in developing and structuring the system, principally on the basis of collective sector negotiation. This therefore reinforced social dialogue as an essential instrument for the regulation and functioning of very important areas of labour relations. The model currently in force is adapted to the European Employment Strategy, born as a result of the Luxembourg European Employment Summit, which confers social interlocutors with a growing fundamental role in setting up and putting into practice lifelong training, a fundamental element in adapting companies to the new economic environment.

2. THE DEVELOPMENT OF ADULT EDUCATION IN SPAIN: AN OVERALL VIEW

To get an overall view of the developments taking place in adult education in Spain, it is essential to understand elements such as the adult student profile, the regulatory framework and the offers and institutions involved in adult education and its finance. This section therefore offers a sequence of information about these four elements:

The adult student profile will be identified not just by gender, but also by age, education level and the environment where the training desired is received: The academic training environment offered by the Ministry of Education, Culture and Sport, where the participants usually seek academic stimulation; the work training environment offered in the framework of the company and in the Ministry of Labour and Social Affairs, where the participants are usually looking for professional skills, and in the framework of the training in social and personal skills offered by different social education and training networks.

In the regulatory framework only the foundation related or legal aspects of the different training institutions, programmes and offers will be dealt with.

Wider information about the education on offer for adults and the institutions responsible for adult education and/or training will be offered in the two subsequent sections.

2.1 The adult student profile

2.1.1 *Adults who learn in the general educational system*

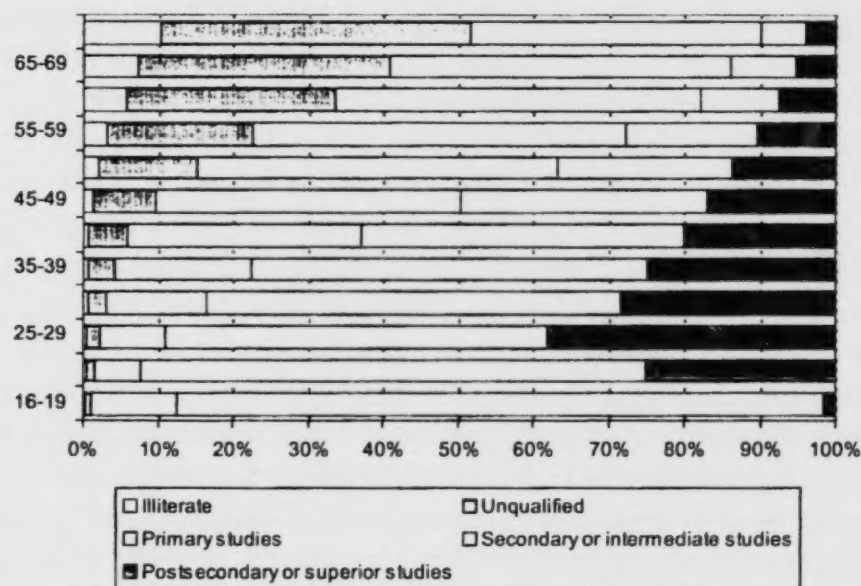
Looking at the educational map of the general Spanish population (Figure 2.1.), we can see the rapid, progressive drop over the last thirty-five years in the number of people with lower levels of education, and in the rise in those who have secondary or higher education levels. Specifically, illiteracy has become concentrated within the over 65 population. In all age segments under 35 the population without academic qualifications is less than 5% while in all the age segments over 55 it exceeds 20%. In none of the over 50 age ranges does higher education exceed 10%. In those under 35 over 25% have higher education. Secondary or mid level education represents 5% in the over 75 age range and over 80% in the 16-19 range.

These positive effects of the universalisation of education have changed the profile of the traditional student in adult education. Adults that currently attend training processes do not do so just to compensate for a minimal or deficient education but also to widen their basic, mid-level or higher education. Figure 2.2 shows the profile for adults enrolled in the different, non-university regulated courses available.

The profile of adults enrolled in regulated education does not hide the total number of the population with levels persistently lower than those considered basic. According to INE data, in 1999 there were still over a million illiterates in Spain, more than four and a half million people without qualifications and over nine and a half million with primary education. It

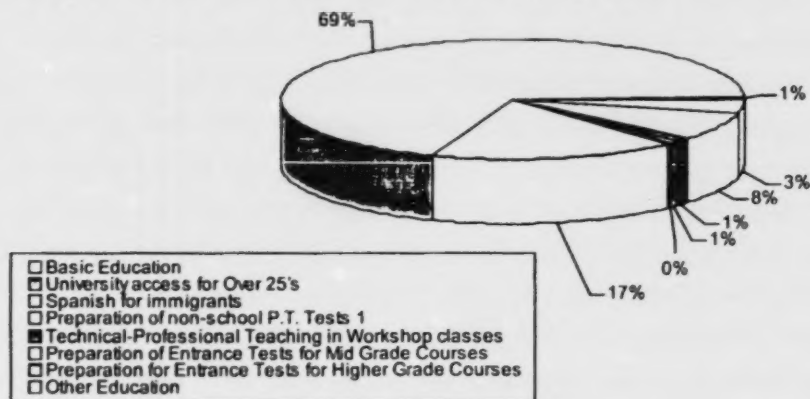
signifies a total figure somewhat over fifteen million without basic qualifications according to the educational legislation currently in force. This explains that, although the profile of the adult education student is being extended towards people with mid level and higher education, there is still a high percentage of adult students to be found in basic education. Although only 1.9% of Spaniards without basic qualifications attends regulated education courses, the dominant profile of the adult student attending offers of non-university education represents the students without basic qualifications, with 68.4% of total students.

Figure 2.1: Adult population by age group and educational level attained, 1999



Source: Produced by CIDE from National Statistics Institute data.

Figure 2.2: Students enrolled in Adult Education by type of education, 2000/2001



Source: Produced by CIDE from Statistics Office (MECD) and University Statistics Annul data.

Adults without basic qualifications show (course 2000-01) different profiles:

- The adults attending Level I initial education corresponding to literacy level (84,007), represent 20% of the 420,216 students enrolled in adult centres and only 8% of the total number of illiterates in Spain.
- Adults attending initial education Level II (56,316). These are those that need to consolidate knowledge and gain access to secondary education. They represent 13.4% of those enrolled in adult centres.
- Those enrolled (99,398) in order to obtain the school grade certificate (now disappearing), and that represent 23.6% of the total number of enrolled.
- Those enrolled in order to obtain the current basic qualification, the Secondary Education Grade (48,242) representing 11.4% of the total number of enrolled students.

The number of adults present in mid level education processes can be broken down in the following way:

- Enrolled in distance baccalaureate courses (28,599): BUP, COU and Baccalaureate LOGSE, and those enrolled in evening baccalaureate courses (30,218), which represent 9.7% of the 604,568 Baccalaureate students in Spain.
- Those taking part in entry exams for educational courses (3,456), and in the Official Language Schools' *That's English* course (32,688, not including the Canary Islands and Basque Country Regional Autonomies).
- Students enrolled for university access exams or courses, the number of which has been falling since 1992 when it reached a peak of 57,718 students.

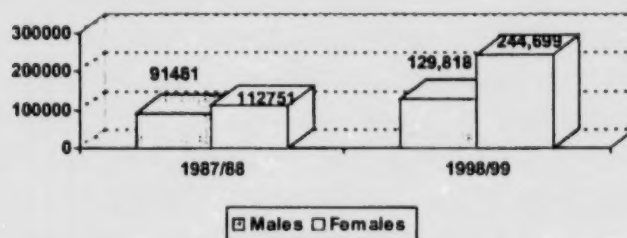
Although we do not have recent general data for adults attending courses broken down into age groups, we can state that the average participant in basic education processes has got younger. This can be explained primarily by the high number of young people over 18 that have not managed to successfully finish their basic education, and that have enrolled from this age in courses offered to adults in order to try to obtain basic qualifications in this way. Secondly, because the bulk of the people without basic education is growing older and has less motivation for re-entering in regulated educational processes. This older type of public usually attends other courses offered by the 'Popular Universities' or municipal *Civic Centres* where they follow a series of learning processes that are less rigid and school-like.

Women continue to be the majority among students attending basic education (75.51% in 1998/99 as opposed to 24.48% men). This behaviour can be attributed to the fact that many women are re-entering the job market after having raised children and need a higher level of education in order to get in. The gap in education between adult men and women very probably influences the difference in participation in adult education courses. Women are over-represented at lower education levels (over 70% of the illiterate population and 58.6 % of the unqualified population), and under-represented at mid level and university education levels (49.12% in secondary or mid level education, 42.24% in higher technical professional education, 37.68 % in third cycle university education). Curiously, only in the number of first cycle university students do women outnumber men (57.04% opposed to 42.96%), but as is obvious, this data is produced in younger age ranges due to the expansion in university education of the last few years. What this means is that a wide sector of the female population over 35 intending to enter the job market corresponds precisely to the female population that

needs to participate in adult education processes because it is less qualified (See Table 1.3 and figure 2.3).

In the 1998/99 course the percentage of female participation in educational processes was effectively 65.3% opposed to 34.67% men.

Figure 2.3: Students enrolled in adult education, by gender 1998/99 course



Source: Produced by CIDE from Spanish Education Statistics. 1998/99 course

2.1.2 Profile of adults learning in Occupational and Continuing Training subsystems

The analysis of the Occupational Training students for the 1997-2000 period, made up of unemployed people, shows that those that lack even the School Grade qualification (EGB and assimilated courses in table 2.1) do not use training to look for a job. They barely make up 10% of the students in this four-year period. The highest participation in these courses, of around a third for each of the four years, corresponds to unemployed people who do have the basic School Grade qualification. This indicates that achieving this qualification, which over fifteen million Spanish adults still do not have, is a good starting point for using occupational training as a means for finding work.

The percentage of people with higher level qualifications that use this route to gain employment decreases as the qualification level goes up. One exception are people with Regulated Professional Training qualifications, decreasing in numbers, and whose index is lower than those who have studied Baccalaureate. The reasons for the first point must be looked for in the fact that the education they have obtained in the regulated subsystem is comparable with that of the Occupational Training subsystem. The reasons for the drop in numbers are related to the reform of Regulated Professional Training carried out by the LOGSE law, the effects of which will be dealt later.

Table 2.1 Participants in training, by education level and occupational training courses, 1997-2000

	Participating students				Trained students			
	1997	1998	1999	2000	1997	1998	1999	2000
No school	3,300	4,697	1,930	1,295	3,028	4,371	1,760	1,236
Primary level studies without certificate	1,512	1,393	2,022	2,337	1,319	1,258	1,806	2,145
Certificate of scholastic achievement	20,368	19,149	20,831	25,777	18,424	17,356	18,630	23,841
EGB and similar (lower sec)	65,829	70,193	82,882	99,895	62,191	66,063	76,454	95,049
BUP and similar (upper sec)	47,134	52,543	62,826	74,544	46,109	51,119	60,102	72,754
FP and similar (Vocational training)	32,340	31,993	32,925	37,929	31,510	30,946	31,398	36,891
Graduation from intermediate level	17,471	19,290	19,778	26,532	17,219	18,994	19,165	26,146
Graduation from higher level	18,312	20,419	24,139	32,134	18,064	20,041	23,472	31,648
Total	206,266	219,677	247,333	300,443	197,864	210,148	232,787	289,710

Source: Development from MITAS Occupational Training Statistics. 1998 and 2000 statistical yearbooks. (Last updated September 2001)

Most of the participants in these programmes are not those with less training, but with more. This is because those with more training either need or believe they are in need of further training, and, in fact, continue to receive further training. While, on the other hand, those with less training stop their learning process earlier. Those individuals without schooling represent 0.42% of the total number of students trained in the Occupational Training programmes in 2000 (289,710), while those with higher level degrees make up 10.92%, or 26% more than those without schooling. If we add to the *non-school* groups those with *primary level education and a scholastic achievement certificate*, we observe that they only represent up to 9.39% of the total of trained students, while the group with an intermediate or higher level of education (from BUP to university degrees) makes up 45.06% (Table 2.1.).

In the Occupational Training programmes, there are significantly more women than men. Of those trained during 2000, some 61.12% were women. Curiously, the majority of women with access to training do not experience more frequent hiring, as do the men. (See table 1.3)

The average age range noted among students involved in occupational training programmes was from 20 to 24 years of age. Those participating in occupational training who belonged to this age range represented 31.46% of total participants in 2000. Individuals over 40 years of age reduced their participation significantly to 12.0%.

Table 2.2: Adults participating in occupational training, by gender and age, 1998 - 2000

	Both sexes			Males			Females		
	1998	1999	2000	1998	1999	2000	1998	1999	2000
Total	210,148	232,787	289,710	87,951	93,647	112,628	122,197	139,140	177,082
Less than 20 years of age	25,631	28,202	33,789	13,906	14,402	17,290	11,725	13,800	16,499
Aged 20 to 24	70,718	79,247	91,146	29,073	32,039	36,181	41,645	47,208	54,965
Aged 25 to 29	53,432	56,510	70,766	21,405	22,105	27,202	32,027	34,405	43,564
Aged 30 to 39	41,027	45,102	59,160	15,841	16,417	20,325	25,186	28,685	38,835
At or above 40 years of age	19,340	23,726	34,849	7,726	8,684	11,630	11,614	15,042	23,219

Source: MTAS Yearbook of labour statistics and social affairs (2000)

2.1.3 Profile of adults participating in continuing education

Work status impacts the profile of the adult participating in continuing education programmes.

Although the participation of women in continuing education is rising (from 35.72% in 1997 to 37.08% in 1998 and 39.82% in 1999), the participation of men continues to be much greater than that of women. This could be due to, among other reasons, a greater employment rate among men, but also to a higher level of education among men (Table 2.3).

Table 2.3: Participation in continuing education, by gender, 1998-1999

Type of Education Plan	Men		Females		Total	
	1999	1998	1999	1998	1999	1998
Group Plans	383,861	361,394	276,924	235,621	660,785	597,015
Plans for businesses and business groups	370,037	373,303	209,839	182,130	579,876	555,164
Intersector plans	96,479	96,291	76,053	71,740	172,532	168,031
Total	850,377	830,988	562,816	489,491	1,413,193	1,320,210

Source: FORCEM Memorandum on 1998 and 1999 activities.

70% of the 1,413,193 participants in 1998 corresponded to the age groups falling between 25 and 45 years of age. If we measure participation by professional category instead of by level of education, an effect is produced which is similar to the one observed under Occupational Training: those with a higher level of education make up the majority of those participating in continuing education. Executives, middle managers and technicians make up most of the workers without qualifications (31.78% from 29.8%); they are fewer than the workers with qualifications (38.4%). If we add the workers without qualifications to those with qualifications, the difference in training participation jumps by more than 40 points (70.18% from 29.2%).

Table 2.4: Participation in continuing education by professional category, 1998-1999

Category	Executives	Middle Managers	Technicians	Workers with qualifications	Workers without qualifications	total
Year 1998	93,521	137,602	217,753	542,924	421,393	1,413,193
Year 1999	83,165	142,685	214,519	532,122	347,719	1,320,210

Source: FORCEM Memorandum on 1998 and 1999 activities

With regard to the individual training permits granted by the companies to their workers through the possibilities offered by FORCEM, it is interesting to note not so much their numbers (some 3,000 in 1998 and more than 4,000 in 1999) as the marked growth of some groups of participants with certain characteristics which are described below: the number of men is more than double that of the women, those workers belonging to the younger generations (25 and 35 years old) are more than double the rest, and the majority have an intermediate to higher level of education. Nearly half belong to companies with a workforce of more than five thousand employees.

2.1.4 The profile of adults learning in social educational networks

Although it is difficult to separate academic skills from work and social skills, there are adults that participate in educational processes and do not place as much of a priority on the academic or work aspects of the skills or abilities but on the more social or personal aspects. They may not be concerned either with obtaining an academic degree that recognises the level of education socially (some of these individuals already have it) or with searching for training oriented to the professional development or the conservation of a job (not to say that they are not interested in acquiring or perfecting transferable skills). This describes a group that is more or less inactive or, more accurately, while forming a part of the active population, they concede an intrinsic value to the training, beyond the social value added by the academic degree or the practical value of the work training. These types of adult learners attend educational centres such as the Centros Cívicos [Civic Centres], Universidades para mayores [Universities for mature students], and Centros de Acción Social [Centres for Social Action]. They are concerned with the acquisition of extremely varied social skills that allow to confront and cope with the various challenges of today's society. Within this framework, one must also take into account the profile of the adult immigrant who is interested in learning the language of the host country for conversational purposes and not academic ones. More than 3,000 immigrants participated in these types of programmes in 1999.

2.2 Regulatory framework for adult education and/or training

2.2.1 Regulatory framework for educational policy

The Spanish Constitution

The Spanish Constitution of 1978 offers a pluralist frame of reference for adult education and training which is laid out under Titles One (*On fundamental rights and responsibilities*) and Eight (*On the territorial organisation of the State*).

Various articles of Title One recognise the right to education, vocational training, self-advancement through work, education under sanitary conditions, and access to cultural resources as fundamental rights of Spanish citizens. The Constitution makes an explicit reference to the rights of specific groups such as those of immigrants, the physically and mentally disabled, senior citizens, consumers, etc. All these groups enjoy the right to education and training adapted to their needs.

The Constitution, in Title Eight, touches on the aspect of territorial organisation of the State and enables the implementation of jurisdiction in education and training by the various administrations.

The Constitution also provides for participation of various interest groups in the activity of public organisations whose functions directly affect the quality of life or the common

good, and allow for the participation of trade unions and other organisations in developing planning projects to stimulate growth, wealth, and the equitable distribution of wealth.

Constitutional Law on the General Organisation of the Educational System (LOGSE) 1/1990, 3 October 1990

This law has as its basic principle the concept of permanent education (art. 2.) and considers not only boys and girls as students, but also adults for whom incorporation into various areas of education should be made easier. Consequently it mentions special centres for adults (article 54.1). All of Title Three is dedicated specifically to adult education.

Title Three of the LOGSE emphasises that adult education does not only pertain to past academic deficiencies of participants and does not only address these deficiencies, but also endeavours to update, complete, or broaden knowledge; it does not only pertain to scholastic institutions and is not equivalent to, but rather *complementary* (art. 52.1) to basic education, although it, too, makes use of a *curriculum*, various centres and specialised professionals.

The Law states that the objectives of adult education encompass three areas: access to education at all levels, acquisition or improvement of professional qualifications, and developing the capacity to participate in the social, cultural, political, and economic areas of life.

Regulatory development of the Regional Autonomies with regard to Adult Education

Currently, all the *Regional Autonomies* possess educational responsibilities transferred to them by the Spanish government, with the exception of *Ceuta* and *Melilla*, cities which continue to be directly dependent on the *Ministry of Education, Culture and Sports*. We should point out that some Regional Autonomies have very little regulatory development, and if we leave out the so-called "historical" Communities, the great majority of Regional Autonomies have assumed educational responsibilities on the non-university level only very recently (Graph 2.4). At present, there are four Regional Autonomies which have regulations covering adult education (Galicia, Catalonia, Valencia, and Andalusia). In two other Communities (Aragon and Castilla and Leon) specific laws on adult education are still under discussion. The other Communities regulate themselves by a combination of decrees, orders, and resolutions.

Adult education in Local Administration

The *Law on the Basis for the Local System* states that Municipalities shall be responsible for the following areas, among others: Providing social services and social development and reintegration services; cultural and sports activities or facilities; recreational activities; tourism; participating in educational planning and cooperating with the educational Administration in creating, building, and maintaining public teaching centres, intervening in their management, and taking part in monitoring the fulfilment of mandatory schooling.

Equipped with these responsibilities, the local administrations usually establish agreements on adult education with various organisations and agencies. The Regional Autonomies and organisations of the Central Administration such as the Institute of the Woman, the State Secretary for Education and Universities, etc. that have established special adult education and training agreements with local municipal councils are numerous. The *Federación Española de Municipios y Provincias* [Spanish Federation of Municipalities and Provinces] coordinates and implements many of these activities through its sectoral commission on education and culture.

2.2.2 *Regulatory framework for occupational training*

Workers' Statute

In accordance with Constitutional mandate, the *Workers' Statute Law 8/1980* of 10 March 1980 was passed. The body of this law has been modified by various regulations. The workers' statute directly touches on the training theme from various perspectives. The most relevant of these are the establishment of training contracts in internships for university graduates or vocational trainees, as well as in apprenticeships where if the hired worker has not completed his or her mandatory schooling, the training must have the completion of said schooling as its immediate goal; and workers' rights to be granted permission to attend examinations, as well as to a preference of work shift when participating in regular studies to obtain an academic or professional degree, and to an adaptation of the regular work day which allows them to attend vocational training programmes, or to be granted permission for vocational training or development without endangerment of the position. It also states that the business committees shall retain responsibilities for their own vocational training plans.

Basic Law on Employment

Law 51/1980 of 8 October 1980 addresses the promotion of employment (which is regulated by Title One) through programmes with specific activities to be carried out in the economic, social, and educational arenas. The Law states that the Government shall periodically provide programmes to promote employment, with specific activities to be carried out in said arenas; among these programmes, the Instituto Nacional de Empleo [National Employment Institute] is to establish a free annual programme of Occupational Vocational Training which will ensure sufficient vocational training for those who wish to incorporate themselves into the work world or who, after having entered the work world, are attempting to switch to other fields or attain a narrower professional specialisation.

It also states that the Government shall adopt programmes intended to promote hiring of workers having difficulties with integration into the labour market, especially young persons looking for first-time employment, workers on unemployment benefits, women with family responsibilities, workers who are more than forty and fifty years old, and the disabled.

Sources derived from collective bargaining

According to the Workers' Statute, collective labour agreements, which are the result of negotiations carried out by representatives of labour and management, constitute the expression of a contract freely adopted by them by virtue of their collective autonomy. The agreements have special areas of application which are agreed on by the parties involved. The types of agreements that are most typical in Spain are the provincial sector agreements and the business agreements, which can be provincial or interprovincial. Both types usually encompass the entire workforce of a company. Agreements including clauses on the training of workers are becoming more and more numerous. In the FORCEM 200 Convocation a total of 4,731 training plans were approved (Table 2.15), a good number of which originated in collective bargaining.

Sources derived from agreements

Agreements between social interlocutors can be of two types. Structural agreements, which generally regulate collective bargaining, and pooling arrangements, which are much more numerous and touch on concrete issues and regulate work conditions. Various generations of these agreements exist. The four great agreements of the eighties were the *National Multi-*

Industry Framework Agreement (AMI), the National Agreement on Employment (ANE), the National Multi-Industry Agreement (AI) and the Economic and Social Agreement (AES). In 1997 the National Multi-Industry Agreement on Collective Bargaining, the Agreement on Filling Job Vacancies and the Multi-Industry Agreement for Employment Stability were signed, the latter containing two important measures pertaining to training: new regulations for the apprenticeship contract, which was changed to a training contract, and incentives for the conversion of training contracts (for internships and training) to open-ended ones.

Agreements on Continuing Education

In 1992 the I Agreement on Continuing Vocational Training was signed. 1996 saw the signing of the II Agreements on Continuing Vocational Training and the Agreement on the Basis for Vocational Training Policy, the latter giving rise to the New National Vocational Training Programme (1998-2002).

The development of the First Continuing Training Agreements during 1993-1996 had a strong driving effect on continuing training in Spain, and on the creation of a training culture that has penetrated all sectors, companies and workers' collectives, even those that traditionally did not carry out training.

In 1996, the Ministry of Labour and Social Affairs and the most representative business and labour organisations signed an *Agreement on the Basis for Vocational Training Policy* and the second *Tripartite Agreement on Continuing Education*. In these agreements some new advances were laid down. The first meant that in principle, continuing training was constituted as an integrated subsystem in the professional training system, implying greater regulatory cover for continuing training as a whole. The area of activity was also extended to groups excluded up to that point: self-employed workers, special rural scheme workers, fixed contract intermittent workers, etc., making access to continuing training practically universal. These additional agreements, during their period of validity (1996-2000), enabled close to a million and a half workers and one hundred thousand businesses to participate each year in training activities developed according to their needs. For this reason, once these agreements expired in December 2000, business and labour organisations agreed on the necessity of moving on to the updating stage.

The model derived from these agreements consolidated the leading role of the employer and trade union organisations in developing and structuring the system, principally on the basis of collective sector negotiation. This therefore reinforced social dialogue as an essential instrument for the regulation and functioning of very important areas of labour relations. The model currently in force is adapted to the European Employment Strategy, born as a result of the Luxembourg European Employment Summit, which confers social interlocutors with a growing fundamental role in setting up and putting into practice lifelong training, a fundamental element in adapting companies to the new economic environment.

The *III National Agreement on Continuing Education*, signed in 2000, features as its central goal ties with collective bargaining and, as a result, its application to each sector; additionally, it continues to promote these ties while also maintaining participation of social interlocutors on the level of the Regional Autonomies. The Agreement continues to promote a broad vision of the Continuing Vocational Training of the employed population as a factor in social integration and cohesion. The new Agreement maintains the basic principles of the system: the central role of the social interlocutors and/or of the businesses and workers in developing the Continuing Vocational Training subsystem, its application throughout all of Spain, freedom to participate, and development of training and central financing. At the same time it offers some new developments in content as well as in management, which are the result of the experiences of past years. One of these developments is the inclusion of a new modality

of training initiatives aimed at the businesses making up the social economy and which take into account the special characteristics of their organisational model. The other significant development is in the improvement of the management model, which has been changed to allow the transfer of management of Continuing Education to a new structure of a tripartite nature, bringing together the most representative Trade Unions and Business Associations, as well as the Administration, a change brought on by the need to simplify and streamline the process and the implementation of education initiatives via application of the criteria and requisites of the administration.

Future development of the agreements should prioritise the quality of training being offered, as well as emphasise training certification so that it is accredited by the National System of Qualifications and recognised throughout the work world; finally, they should continue taking measures to ensure that businesses keep investing in training. One cannot forget that Spanish companies do not reach even 1% of the total payroll in resources dedicated to training, the European average being 3%.

Regulations for Occupational Training

Royal Decree 631/1993 of 3 May 1993, which regulates the *National Employment Training and Integration Plan*, endeavours to reorganise occupational training activities to place a greater emphasis on the reintegration of individuals who have been laid off and whose situation constitutes an additional difficulty in their return to work, through narrowly tying occupational training to professional reintegration. It also endeavours to guarantee, through the issuance of professional certifications, a greater transparency of the labour market on the local and Community levels to the benefit of companies and workers, and enable validation or correspondence among skillsets acquired through occupational vocational training and vocational training programmes offered by the educational system.

Professional Certifications

According to *Royal Decree 797/1995*, professional certification has as its goal the accreditation of professional skills acquired through occupational vocational training, craft school workshop and trade school programmes, apprenticeship contracts, Continuing Education activities, or professional experience. This means that professionalism can be acquired through training, through experience, or a combination of both.

Craft School Workshops, Trade Schools, and Employment Workshops

The *Ministerial Order of 3 August 1994* regulates the *Craft School Workshops and Trade Schools*. Article 1 of this order defines the Craft School Workshops and Trade Schools as public job training programmes which have as their goal the integration of unemployed workers of less than 25 years of age through obtaining qualifications and completing professional internships in occupations related to the preservation or promotion of the nation's artistic, historical, cultural or natural heritage; the rehabilitation of urban areas or the environment; and the improvement of urban quality of life, as well as any other activity of public service or of general and social value which permits integration through professionalisation and the experience gained by the participants.

One of the objectives of the National Employment Action Plan of Spain of 1998 was the creation of the Employment Workshops Programme aimed at these groups. This programme began its operation in the middle of 1999 by *Royal Decree 282/1999* of 22 February 1999. The aforementioned Royal Decree defines employment workshops as a mixed programme of

employment and training which has as its objective the improvement of the hireability of unemployed people of age 25 or older, thus facilitating their integration into the labour market.

2.2.3 *Active measures promoting training*

The European employment strategy launched in 1998 has been marked by the promotion of activist policies. In Spain, the social dialogue has encouraged this development of activist policies and their application within a new regulatory framework that employs modifications pertaining to treatment of various disadvantaged groups in the labour market.

Since 1996 the vocational training reform process has been accelerated thanks to the momentum introduced by *the social dialogue process* and through the various signed agreements (bipartite and tripartite) on Continuing Education for the aforementioned groups. The principal measures taken in favour of training based on some type of regulatory framework have been the following:

A. *The empowerment of the Council on Professional Training* in the sense that it is given access to the Regional Autonomies. The *General Council on Professional Training* was created by *Law 19/1997* of 9 June 1997 to establish ties with representatives of the Regional Autonomies, including the cities of Ceuta and Melilla. *Royal Decree 1684/1997* of 7 November 1997 approved the regulation of the operations of the General Council on Professional Training.

B. *The culmination of the process of transferring management* from Occupational Training and from Education to the Regional Autonomies. Only the Autonomous Community of the Basque Country has not taken over Occupational Vocational Training.

C. *The New Vocational Training Programme (1998-2002)* and the creation of the *National Institute for Professional Qualifications (INCUAL)*[.] The proposal for the [New] National Vocational Training Programme was adopted at a general meeting of the General Council on 18 February 1998.

The *New National Vocational Training Programme*, heir to the First Programme which ended in 1996, was conceived as a five-year work Programme (1998-2002). It is founded on the European Union idea of apprenticeship through all stages of life, and endeavours to implement and interconnect previous measures for the subsystems of Initial/regulated Vocational Training, Continuing Vocational Training and Occupational Vocational Training, through the principle of active cooperation with the General Administration of the State, the Regional Autonomies, and Social Agencies.

The New National Vocational Training Programme is founded on the following pillars:

- The view of Vocational Training as an investment in human capital.
- The integration of Vocational Training into current employment policies at the Community level.
- The participation of the General Administration of the State, of social agencies, and the Regional Autonomies within the General Council on Vocational Training.
- The creation of the National System of Qualifications.

The basic objectives of this system are: The creation of the National System of Qualifications with the participation of the Regional Autonomies; the professionalisation for integration through companies; the development of an integrated system of vocational information and integration; the guarantee the quality of vocational training, its evaluation and follow-up; the establishment of a framework and the European Dimension of vocational training; the coverage for adults with special needs.

A basic aspect of note in this new programme is the improvement of the quality of vocational training in Spain. For this purpose the creation of the *National System of Professional Qualifications* was established with the participation of the Regional Autonomies. It was to facilitate training throughout all life stages through the integration of the three subsystems of vocational training.

The definition and establishment of the National System of Professional Qualifications was carried out through an organisation created for this purpose called the *National Institute for Professional Qualifications* (INCUAL), conceived as a specialised agency and given the training, technical rigour, and independent criteria necessary to fulfil its objectives. The INCUAL was created recently, in March 1999; it reports directly to the Ministry of Labour and Social Affairs, although operationally speaking it depends on the Permanent Commission of the General Council on Vocational Training.

Another key aspect of this *Programme* relates to the regulation of the system of correspondences, validations and equivalencies among the three subsystems, including work experience. This facilitates the movement of individuals and transparency among the three subsystems.

Also of relevance in this Programme is the implementation of Business-School collaborations to achieve a greater level of integration in the labour market, which can help promote integration through professionalisation. Because of this, it has taken over the urgent task of increasing the workability of training activities within any of the subsystems, taking into account the needs of the market, new employment sources, and the activities of the social economy and non-governmental organisations through worker qualifications.

D *The Employment Action Plans.* The *Spanish National Employment Action Plan* (PNAE), drafted by the Government in accordance with criteria established by the Heads of State and Government at the Luxembourg Summit, set forth a series of measures to create more and better employment opportunities, improve the capacity for professional integration, and increase the hireability of the unemployed, as well as increasing the application of activist employment policies.

2.3 Adult education programmes

There is a great variety of educational and training programmes for adults in Spain. There are nine large educational categories with very different methods of implementation and development.

There is a special programme of regulated education which encompasses two main types of education: *Basic Adult Education* and the *Baccalaureate*. Vocational Training is subdivided into three large categories: *Regulated Professional Training*, which encompasses the *Intermediate Level* and *Superior Level Training Cycles*; *Occupational Vocational Training*, described in *FPO Course Programmes*, *Professional Certifications* and *Occupational Training Programmes* (*Craft School Workshops*, *Trade Schools* and *Employment Workshops*); and *Continuing Vocational Training for employed people*, which has programmes organised into

Training Plans, and which also provides *individual training permits*. The *Social Guarantee Programme* is aimed at young individuals who have not obtained the basic degree.

Additionally, there are two large categories of preparatory training, organised under the regulated educational system. The first category is aimed at preparation for obtaining official degrees (such as the degrees of Graduate, Secondary School Graduate, and Graduate of First Level Vocational Training). The second category oversees preparation for the passage of entrance examinations to various programmes (Intermediate Level and Higher Level Cycles, and university programmes for people over 25).

One must also point out the existence of *Official Language Education*, carried out by various schools, and informal education of many different kinds: Education oriented toward personal development and carried out in adult education centres, education in technical support, education in the Spanish language for immigrants, informal professional education, and university extension education aimed at older individuals. The tables in Appendix A show the principal characteristics of each of these types of education.

2.3.1 Regulated education

Basic education programmes for adults

The goal of basic adult education is to provide adults with basic elements of cultural knowledge in a way that improves their opportunities for personal development and integration in various social arenas. This type of education is not designed to be one-size-fits-all, but is rather a flexible system that allows integration at any level according to the training and experience of each individual.

The implementation of these programmes has been quite uneven among the various Regional Autonomies in their practical application as well as their organisation. This process, similar to the rest of the Spanish educational system, assumes that the basic qualification that was previously known as the School Graduate degree and was the responsibility of teachers, is now the Secondary School Graduate degree and is under the responsibility of the Secondary School teachers. A rise in the cost of the public supply has occurred due to the incorporation of professionals with higher qualifications. It has given rise to various policies in the Regional Autonomies that alternate between the gradual extension of the new programme to the entire adult education network - a process which has been implemented by the Community of Madrid - and the withdrawal of the same from the centre network, keeping it in the Institutions of Secondary Education, as Andalusia has done.

The educational programmes are organised into fields or areas of knowledge. In most of the Regional Autonomies, the four main fields are: Communication, Society, Nature and Mathematics. In Andalusia, however, the curriculum is organised into five areas: the four previously stated, plus a fifth called "Social and Functional Development." In the Basque Country, the curriculum encompasses three areas: Communication, Social Education, and Science and Technology.

Baccalaureate

Within the Spanish educational system, the *Baccalaureate* accomplishes a three-part goal: the improvement of general education and the orientation and preparation of students for higher-level studies (university as well as vocational). The duration of these studies in the

ordinary system lasts for two academic cycles and general entrance is granted upon obtaining the *Secondary Education Graduate* degree.

The *Night Baccalaureate* studies corresponding to the public programme are carried out in the Institutions of Secondary Education. The private initiative programme is under development and is only offered in the large cities of Spain.

The Distance Baccalaureate programme requires being a Spanish citizen living abroad and same entrance requirements established for the night Baccalaureate programme. It is offered by authorised Institutions of Secondary Education. Successfully completed courses taken under the day or night school programmes are still valid, since it is not necessary to repeat courses even if more than two courses are failed, as under the ordinary public programme. This Baccalaureate is organised through group and individual tutorials. The group tutorials, offered fortnightly, require that the student be physically present. The individual tutorials may require attendance in person, over the telephone, online or through correspondence. The online tutorials are still under development.

The distance Baccalaureate derived from the aforementioned LOGSE has still not reached 50% attendance by students completing their intermediate level education in this way. The reason for this may be found in the nature of distance education. It is traditionally more difficult to monitor than presential education because of the isolation of the student and the greater difficulty of educational interaction, as well as in the typical profile of the students themselves, who usually have little time for studies and for this reason must prolong their studies. This situation, together with the fact that the BUP and COU study plans (derived from the 1970 General Education Law) are disappearing, explains the fact that, even though these plans are about to expire, a majority of the adult distance Baccalaureate programme students are completing their studies under the old plan.

2.3.2 Regulated Vocational Training

The Regulated/Initial Vocational Training derived from the LOGSE includes *Basic Vocational Training*, offered under Compulsory Secondary Education (which, in the case of adults, corresponds to Adult Secondary Education) and under the Baccalaureate; *Specialised Vocational Training*, carried out in two corresponding Intermediate Level and Higher Level Cycles; and the Social Guarantee programmes, oriented towards students who have not obtained degrees during their Compulsory Secondary Education studies. Specialised Vocational Training provides academic degrees.

This type of education, having programmes corresponding to the Higher Level Cycles as well as to those of the Intermediate Level, is characterised by a completely professional orientation. The principal goal is not preparation for higher-level studies but receiving adequate qualifications for integration into the labour market. Validations for the Professional Modules corresponding to the Intermediate Level Training Cycles have been established, as well as access to predetermined first-cycle university courses, which are related to completed vocational training courses, for students who have obtained the Higher Technician qualification.

The entire structure as described above is not easily accessible to adults with regard to special offers aimed at those who are considering early morning and night shifts. The orientation services in the adult education centres often address the reluctance of many adults to incorporate themselves into the Training Cycles in some centres such as the Secondary Schools, which are designed to serve the needs of an adolescent population. This age group predominates so this type of education is not offered at convenient times for adults. It could explain the fact that in the 1999-2000 academic year only 24.2% of the Higher Level Training Cycles students throughout all of Spain was 23 years of age or older, an age group with whom an uninterrupted

stay in the ordinary educational system can often be ruled out. In the above academic year, 30.6% of the Spanish student body for the Intermediate Level Training Cycles was 20 years of age or older.

Some programmes that are clearly focused on the adult population are the distance Training Cycles. These consist of courses that are still under development, and public knowledge and acceptance are still quite low. In the 1999-2000 academic year they barely reached 1,000 students, of which approximately two thirds went on to the Higher Level Cycles, but only for the *Child Educator* specialisation.

2.3.3 *Social Guarantee Programmes*

These programmes constitute a bridge between the regulated education of the ordinary system and adult education. The majority of the students are enrolled in programmes offered by public centres, thus integrating the participation of public initiatives, although with important differences for each Regional Autonomy, almost 70% of the total.

In the special regulations of the Social Guarantee Programmes there are common elements that apply to the entire country, such as the objectives pursued, the areas or basic components of training, and the type of certification offered. However, there are differences between the Regional Autonomies, basically in the modalities established by each Administration and also, to a lesser degree, the entrance requirements, the duration of the programmes, the schedules, and the maximum number of students in each group.

The Programmes include the following basic training components:

- *Specialised Vocational Training*: Preparation is aimed at developing work positions corresponding to predetermined professional profiles that do not require the technician's degree.
- *Job Training and Orientation*: This is aimed at familiarising students with the legislation, work conditions, and labour relations corresponding to their professional fields, as well as the acquisition of resources needed for integration into the labour market.
- *Basic Education*: This endeavours to acquire and build the knowledge and skills related to the objectives of compulsory education.

Table 2.5: Modalities of Social Guarantee Programmes, by Regional Autonomy, 1999/2000

Andalusia	Developed in educational centres: aimed at the student who wishes to continue studies
	Developed by other Administrations or non-profit organisations: aimed at the integration of young people into the labour market, combining training and employment
Canaries	Vocational Initiation: offered in educational centres
	Occupational Training: via agreements with local corporations and public and private institutions Social-Labour integration: within or outside the school environment. Example: programmes for students with special educational needs
Catalonia	Work Transition Plans (PTT): managed by the Department of Education
	Occupational Vocational Training Programmes: managed by the Department of labour
	Craft School Workshop Programmes: managed by the Department of Labour
	Programmes managed by local Administrations Programmes managed by other Administrations or organisations
Galicia	Programmes developed entirely in educational centres
	Programmes where basic training is developed in the educational centre and Specialised Vocational Training in collaboration with local Administration organisations, public or private non-profit institutions, or in businesses and other authorised workshops
	Programmes developed entirely by local Administration organisations, public or private non-profit institutions, or in businesses and other authorised workshops
Madrid	Vocational Initiation: developed in educational centres
	Occupational Training: developed mainly by local corporations and business associations
	Professional workshops: developed in Adult Permanent Education Centres, special organisations reporting to the Autonomous Community and collaborating with private non-profit organisations
	For students with special educational needs: In the ISEs, public Special Education centres, pre-arranged, and centres offering Secondary Education under the regular educational agreement.
Navarra	Professional workshops
	Adapted Professional Initiation: aimed at youths with personal and/or social challenges
	Special Vocational Initiation: aimed at youths with ongoing special educational needs
	Labour integration: developed by social agencies Basic Professional Initiation: developed in educational centres
Basque Country	Currently has only one modality, called Professional Initiation.
C. Valencia	Occupational Training: Includes the completion of one work project with a part-time work contract
	Training through business internships: includes the completion of training internships in work centres
	Training without business internships
Other CCAA	Vocational Initiation: developed in educational centres
	Occupational Training: developed mainly by local corporations and business associations
	Professional workshops: developed principally by non-profit institutions
	For students with special educational needs: can belong to Vocational Initiation or Workshops modalities

Source: Establishing MECD, CIDE, apart from regulations.

There are various modalities of Social Guarantee Programmes, each of which has a distinct name reflecting its Administration (Table 2.5). The definition of modalities varies depending on the criteria followed by each Regional Community to establish them. The most frequently used names are *Occupational Training* and *Professional Initiation*, although the usage of these two names to refer to a concrete modality may cause some confusion, since some Regional Autonomies give similar generic names to their Social Guarantee Programmes (Navarra and Basque Country).

2.3.4 Occupational Vocational Training

Occupational Vocational Training is oriented to the acquisition of qualifications linked to concrete occupations, having as its objective the acquisition of adequate, specific professional skills and knowledge for the development of concrete work positions, depending on the demands of the labour market and business programmes and needs. Occupational Training traditionally has been organised and managed by the Labour Administration. Its current employment policy is aimed principally towards enabling the professional integration and reintegration of the population seeking work.

These beneficiaries of the public programme of occupational vocational training are unemployed and are of an age to work. This programme is designed and permanently updated to keep up with the needs of the labour market, based on national statistics on the evolution of the labour market and statistics from the Regional Autonomies.

These training programmes are aimed specifically at the following unemployed groups:

- Unemployed individuals receiving unemployment benefits or subsidies.
- Unemployed individuals of over 25 years of age, especially those who have been registered unemployed for over a year, even if they do not receive unemployment benefits or subsidies.
- Unemployed individuals of less than 25 years of age who have lost a previous job of at least six months' duration, even if they do not receive unemployment benefits or subsidies.
- Unemployed individuals with special labour integration or reintegration difficulties, especially women who wish to reintegrate themselves into active life, the handicapped, and immigrants

Applicants for first-time employment will only have preference to participate in the FIP Plan programmes when these programmes are requested by businesses who agree to hire at least 60% trained students.

The occupational vocational training programme is applied through the FIP Plan depending on the characteristics of the unemployed group involved. This programme and Occupational Training will carry out the basic objectives of the *New National Vocational Training Programme*, and the qualifications offered shall be adjusted to the *National Qualifications System*, which will allow their recognition and validation in the other subsystems of vocational training.

By its very nature, the Occupational Training programme should be included in the information and orientation system of the various Public Employment Services.

All the courses that make up the current training programme are organised into a structure based on four economic sectors of the labour market (Agriculture, Construction, Industry and Services). Each one of these in turn is organised into a series of productive sectors, which for training organisation purposes have been called *Professional Families*, which are understood to be groupings of professional areas that make up part of a productive sector. They may have a sectoral or intersectoral character.

The course programmes, once they have been defined and validated, become part of the Programmable Course Index, made up of 1,400 training courses, of which 543 belong to the new system (grouped into 163 professional areas and 27 professional families) and 130 belong to the Professional Certifications.

The current Occupational Vocational Training programme is organised into the following blocks: Occupational vocational training course programmes, Professional certifications, Craft School Workshops Programmes, Trade Schools and Employment Workshops.

Occupational Vocational Training course programmes

From the training point of view, the FIP Plan programmes can be arranged into four different types:

- *Broad-based courses* - aimed especially at young people to offer them professional knowledge and skills that facilitate their integration into the labour market, but which do not offer concrete qualifications for an occupation
- *Vocational courses* - aimed at individuals without qualifications to offer them knowledge and skills that are sufficient to enable them to maintain an occupation; they reflect a professional profile, encompassing the complete training process, and are subject to professional certification.
- *Adaptation courses* - courses aimed at workers with qualifications or unemployed individuals who, because they have lost their job position or foresee its disappearance, need to be trained for a new profession or position.
- *Special courses* - training programmes that train workers to carry out an important part of their job or update and improve their professional knowledge, thereby facilitating their promotion or the improvement of their work situation

The Occupational Vocational Training courses include an internship component that is carried out in workshop-classrooms or in businesses with whom appropriate collaboration agreements have been established. The internships carried out in-company do not assume a pre-existing work relationship between the students and the business, and should previously be reported to the legal representatives of the workers in the company. The companies may receive monetary compensation per student/internship hour, which includes the cost of a group work accident insurance policy.

Professional Certifications

The courses corresponding to the *Professional Certifications* of various productive sectors of the labour market, with their corresponding Certification Examinations, are being offered on an experimental basis in various Regional Autonomies throughout the country. One

of the most important challenges currently being faced by the Labour Administration is the issuing of these Certifications based on the actual foreseeable social and work repercussions which they may have on the national level as well as the international level.

The rationale for choosing those occupations that would be subject to Professional Certification was based on the following prioritisation criteria:

- The number of students participating in the FIP Plan programmes, in the Craft School Workshops and Trade School programmes and in the apprenticeship contracts;
- The volume of the active population affected by the jobs (number of job placements, requests for hire, etc.);
- National priorities for programming of occupational vocational training, as in the case of occupations of social impact, occupations in danger of being significantly modified or occupations whose workers need to have themselves accredited fairly urgently.

Craft School Workshops Programmes, Trade Schools and Employment Workshops

The *Craft School Workshops* and the *Trade Schools* integrate training, experience, and information together with techniques for employment and self-employment searches. In these programmes students receive hands-on training and learn through working at public works (rehabilitating public monuments, the environment, parks, etc.) or through community service (serving senior citizens, nursery schools, etc.) of public or social usefulness. When they complete their programmes, the student workers who have not found employment during the programme have already acquired qualifications and professional experience in a profession and know how to look for a job or become self-employed

The Trade Schools are established as apprenticeship centres to promote temporary youth employment. They report directly to the organisation that oversees them and are implemented primarily in urban centres, where the greatest number of unemployed youths is concentrated. Apprenticeship and qualification are teamed with productive tasks in activities related to the care and maintenance of urban zones or the environment. The objective is improving the quality of life in towns and cities through offering social and community services as well as activity of public or social usefulness related to the local area. It can allow for labour integration while preserving crafts or traditional occupations, preferably through the incorporation of new technologies.

The fundamental methods or procedures for achieving labour integration used are the following: Vocational training theory and practice so that student workers can acquire professional qualifications in a concrete speciality; professional experience and experience in the work world, acquired through carrying out actual tasks in works and services of public or social usefulness.

The fundamental methodology and principles of the Craft School Workshops and Trade Schools' programmes have also been applied to adults with similar labour integration and reintegration difficulties through the *Employment Workshop Programme*, while specific predetermined aspects are adapted to concrete characteristics.

For student workers participating in a *Craft School Workshop*, a *Trade School* or an *Employment Workshop* who have not attained Compulsory Secondary Education, there are specific programmes geared to offer them basic and vocational training to allow them to

incorporate themselves into active life or pursue studies in the various programmes regulated by the LOGSE.

Table 2.6: Evolution of the employment-training programmes

Number of operational projects	Years					
	1994	1995	1996	1997	1998	1999
Workshop schools	761	912	949	941	1,043	1,021
Trade Schools	186	360	450	347	468	458
P. and Development Units	1	8	19	18	42	43
No. of Employment Workshops	-	-	-	-	-	233

Source: Ministry of Labour and Social Affairs, INEM

The number of projects has been growing, as indicated in Table 2.6. There is an important increase in the number of Trade Schools (not bound to the preservation of national heritage sites) in relation to the Craft School Workshops and a very high number of Employment Workshops, the implementation of which is benefiting from the experience gained from previous programmes.

2.3.5 Continuing Vocational Training

Continuing Education initiatives refer to training for people who are working. Enterprises or individuals through the Tripartite Foundation can request training funds for Training at Work (previously FORCEM). Funding comes from a levy on workers and enterprises for vocational training and the European Social Fund (see section 2.4.2.4 and 2.5). The funding may be requested in different modes: Business Training Plans, Sectoral Group Plans, Special Social Economy Plans and Intersectoral Plans, as well as the so-called Complementary and Supplementary Training Measures and the Individual Training Permits. Details of the plans presented and developed in 1999 and 2000 are included in Table 2.13.

Organisations in any of the following situations can apply for the *Group Plans*:

- A business requesting subsidies on behalf of others in the same sector who are also participating in the same Training Plan
- The most representative Business and/or Labour Organisations, as well as representatives from the sectors and territories who are in numbers equal to or greater than those who belong to the businesses and groups conforming to the Plan.
- The bipartite Foundations established or covered by sectoral collective bargaining on a national level, in their area of activity, and who have the training of workers as their mission.
- The Cooperatives and/or Worker-Owned Companies, participating most notably on the sectoral level at a number equal to or greater than the number of businesses and groups conforming to the Plan, when the grouped businesses of the same sector are Cooperatives and/or Worker-Owned Companies.

Table 2.7: Continuing Education Initiatives, 1999-2000

	1999			2000		
	Applied for	Approved	Certified	Applied for	Approved	Certified
Training Plans	5,643	4,549	4,316	5,721	4,737	-
Businesses and groups	2,435	1,887	1,743	2,465	1,963	-
Grouped organisations	3,124	2,583	2,495	3,169	2,696	-
Intersectoral organisations	84	79	78	87	78	-
Complementary Activity Projects	1,975	285	276	1,646	306	-
Individual Training Permits ⁽¹⁾	5,794	4,731	3,972 ⁽¹⁾	-	-	-

Source: FORCEM

(1) Temporary data

Given the special characteristics of the *Social Economy*, *Special Social Economy Training Plans* may be presented on the national or regional autonomy level, aimed at two or more businesses which, while not belonging to the same productive sector, serve training needs derived from their legal nature or from cross-sectoral needs.

The *Intersectoral Training Plans* may include training activities of both supply and demand and which, by their nature, feature a component that is common to various branches of activity.

According to the FORCEM data (Table 2.8), more than thirty thousand Spanish companies requested a Training Plan at the 2000 convocation. Of the 71 large companies with more than 5,000 workers, 51 requested a Training Plan. There were more than 77,000 training programmes and computer training was the type of course most frequently requested. Training programmes were requested for more than 4,700,000 workers, although the Spanish Action Plan for Employment (PNAE) allows for 2,530,183 workers, the number of actual participants in the Training Plans belonging to the Continuing Vocational Training subsystem in 2000.

Table 2.8: Continuing Education Programme Requests, 2000

	Absolute values
Companies by number of workers	313,186
1 - 5	181,741
6 - 49	118,195
50 - 199	10,322
200 - 999	2,350
1000 - 4999	322
5000 and more	51
Training Programmes	77,741
Computer training	10,519
Safety and Hygiene	4,755
Languages - English	3,337
Management skills	2,374
Other Training Programmes	56,756
Hours/Participant	38,81
Workers for whom training is requested	4,767,385
Priority groups	
Women	1,731,280
Over 45 years of age	869,641
Without qualifications	1,686,680

Source: FORCEM

Table 2.9: Individual training permits, 1999

Graduation of those with access	No. Workers
Doctorate	186
Postgraduate/Master	459
Degree/Higher level Engineer	1,610
Diploma/Technical Engineer	1,327
Access those over 25 years of age	56
B.U.P	24
Vocational Training	305
Primary Level Education	4
Official School of Languages	397
Other studies	363
TOTAL	4,731

Source: FORCEM

In 1999, 4,731 workers benefited from Individual Training Permits, of whom more than three quarters (76.8%) planned to go on to university studies.

2.3.6 Preparatory education to obtain official academic awards

The education implementation process set forth by the LOGSE, which has been in development since 1990, has carried with it the parallel process of the disappearance of corresponding educational programmes established by the General Law on Education in 1970. This process is expected to be completed in 2002; until then, it is possible for adults to acquire certain titles through the examination process under this Law.

Preparation for the Extraordinary Examination to obtain the School Graduate qualification

In addition to the two annual convocations of this Extraordinary Examination, in Catalonia there is also the opportunity to take examinations held on a quarterly basis by the *Department of Social Welfare*, to which *Adult Education* reports. The special public centres for adult education, as well as private centres which are preauthorised to offer School Graduate programmes in an official capacity, offer programmes to prepare for these exams. Here it is expected that both types of centres can accomplish a continuing evaluation of their student body, which they can later submit via a report of the Examining Commissions for the examination.

In the 2000-2001 academic year, the modality of distance education enrolled more students than the in-person modality. This can be explained because in some Regional Autonomies which are well into the implementation of the Adult Secondary Education programmes, there is an incompatibility for the centres that offer these programmes as well as the School Graduate programmes in the in-person modality. Some Regional Communities such as Andalusia, the Canaries, Navarra, and the Basque Country have stopped offering them, substituting them for the programmes in the new Studies plan.

Preparation for non-schooled examinations for First Level Vocational Training

These examinations are prepared in special public adult education centres and in private centres. These examinations are expected to be discontinued in 2002, although Regional Autonomies such as Andalusia, the Canaries, Galicia and Navarra have withdrawn them from the offer at their adult education centres. Initially, these examinations were conceived so that qualified but non-degreed professionals could obtain an academic degree with relative ease and

thereby receive accreditation for their professional knowledge. However, with the passage of time a different group of individuals has appeared without any professional ties to the field which they are studying. This has been the formula used by many adults who are not very motivated to pursue vocational training in centres such as the ISEs, where an adolescent student body predominates.

Preparation for obtaining the Secondary Education Graduate degree

One can expect a significant growth in these programmes when the convocation is generalised starting in the 2002-2003 academic year and when examinations to obtain the degree of Graduate will no longer be held. Currently the programme is limited to the Regional Autonomy of Catalonia.

2.3.7 *Preparatory education for entrance examinations for various levels of education*

In the public adult education centre networks reporting to educational administrations, as well as in private centres, programmes are being offered that prepare students for entrance examinations to the *Intermediate and Higher Level Training Cycles*, as established by the LOGSE. This programme is in development and will continue to develop in accordance with the need for non-schooled examinations for *First Level Vocational Training*. Until this happens, these programmes will be used much more frequently by Spanish adults. The first reason for this is that there are no large differences between the degrees from the point of view of requirements for completing the same issued by employers. The second reason is that while preparatory programmes for non-schooled examinations allow one to obtain degrees, those programmes preparing for the Training Cycle entrance exams only allow access to them. Once access to the Cycle has been granted, one must complete it under the general conditions established for the adolescent and young adult population. In statistical terms the differences between both options are evident. In the 2000-2001 academic year, a total of 2,449 people prepared for the *entrance examinations to the Intermediate Level Cycles* and 1,007 prepared for the *entrance examination to the Higher Level Cycles*. In this same programme there were 33,029 persons preparing for the *non-schooled examinations for First Level Vocational Training*.

Entrance examination for the Intermediate Level Training Cycles

People who are subject to this examination are the same ones who can complete Adult Secondary Education, and for this reason, in those centres offering this programme, the demand for programmes that prepare for this examination is minimal. It is expected that at some point in the future, once the programmes geared towards obtaining Assistant Technician degrees are ended, this type of programme will flourish in adult education centres that do not offer Secondary Education programmes. Nevertheless, this method of access is used by only a small minority. The national average percentage of access through this method to the Intermediate Training Cycles in the 1998-1999 academic year was only 8.1%.

Entrance examinations for the Higher Level Training Cycles

The examination consists of two parts, one general and the other specific. The general portion is common to all options and takes content from the Baccalaureate courses: Spanish Language and Literature and Foreign Language (English or French). In the specific portion, the person sitting the examination must demonstrate his or her knowledge with regard to two courses related to the Higher Level Training Cycle to which he or she wishes to gain entrance.

The candidate must sit the specific portion of the exam that enables access to the cycle he or she wishes to complete.

The difficulty in gaining entrance to the Higher Level Training Cycles via this method is quite high. Suffice it to say that only 3.4% of the students throughout Spain who participated in this procedure during the 1998-1999 academic year were able to gain entrance. This difficulty puts a brake on offering these programmes with a generalised character, making it preferable to gear them towards people who choose this option to go on to Baccalaureate studies.

Entrance examinations for university students of over 25 years of age.

Persons passing these entrance examinations must be enrolled at the university centre where they wish to pursue their studies. The centre organises *Initiation and Orientation Courses* designed to offer knowledge and work techniques necessary for later university studies. These courses have a minimal duration of six weeks and must be completed before the beginning of the following academic year; they are organised in such a way as to make attendance compatible with the ordinary working hours of active adults, with an eye towards making it as easy as possible to carry out both activities simultaneously. Attendance of these courses is compulsory and accredited certification is necessary to be registered at the university.

If the corresponding University has not established a programme of free education, these students have the right to obtain a transfer to another university which has a free education programme covering these studies through the National Distance Education University (UNED). The UNED enables access to Higher Level Education, especially to those adults who, by virtue of their location, work obligations or other reasons, cannot carry out regular attendance of university classes. Royal Decree No. 704/1999 limits access to university classes for those older than 25 years of age to only 3% of the places available. One must emphasise that with this added restriction, access is not direct but conditional. That is, once the examination is passed, entrance to the university is conditioned on the percentage of passing students applying for entrance to the same level. If these exceed 3% of the places available for this level, all those who have passed the entrance exam but who have obtained lower grades will not be granted entrance.

Of all the Spanish universities, only the National Distance Education University (UNED) offers a specific course to prepare for the entrance examination. This course is a distance course in accordance with UNED's methodology, which employs a network of centres: 63 associate centres in Spain and 2 in Equatorial Guinea, 73 extension centres in Spain and 14 support centres abroad, which offer tutorial support to these students, among others.

Aside from UNED's activities, many private academic institutions offer preparatory courses for the university entrance examination; additionally, some public adult education centres offer these courses, although the offer varies in each of the various Regional Communities. The difficulty of the examination is evident and it is not an excessively used route, so the public adult education centres of 7 Regional Autonomies are not considering programmes of this nature. According to the most recent data available for the 1998/99 academic year, it is noted that of 27,545 student registered in the University Entrance Examinations for individuals over 25 years of age, only 9,724 persons passed the examination, comprising only 35.3% of enrolled students.

2.3.8 *Language education*

Official language education falls under the Special Regulations. The student who participates in this type of education may be an adolescent, young adult or adult, although those in this last category are the majority.

The Official Language Schools (EOI) offer language education. The special EOI network is comprised of a total of 177 schools and 14 extensions throughout the entire Spanish territory, as of the 2000-2001 academic year. These schools are staffed by 3,325 teachers belonging to the Teaching Staff of the Official Language Schools. The Official Language Schools are principally focused on the study of European languages, as well as the official languages of Spain.

They are organised on two levels, with the first being geared towards offering students the acquisition of a chosen language with regard to comprehension and oral and written expression. The second level has as its goal the preparation of students for the translation and interpretation professions, or any other profession based on the specialised knowledge of a language. Although this level has not been developed through regulations, the Schools organise specialised courses inspired by this framework, such as Language for Business, courses for civil servants, teachers, etc. Students pursuing these courses do not receive a degree corresponding to the second level of the Official Language Schools. It is possible to validate with this certificate language courses completed in the Baccalaureate programme, but not vice versa.

There is another official English language distance education initiative designed specifically for the adult population, called the *"That's English" Official Distance English Programme*. This is the only programme which grants official certification for distance learning of the English language. The programme is organised in nine modules of a quarterly duration offered in a series of three academic courses which correspond to the three first level courses of the Official Language Schools. The certification obtained is the same one received by attending the courses in person. The Programme is not free; it is offered by the Official Language Schools and in addition to using the materials and methodology unique to distance education, it also uses a special television programme. To gain entrance to this programme it is necessary to be at least 18 years of age at the time registration is completed, except in the Regional Autonomies of the Balearics, the Canaries, and Catalonia, where the minimum age is 16 years and the student must possess any of the basic qualifications or certifications of the Spanish educational system, as set forth by the General Education Law or the LOGSE.

The offer of the private sector with regard to language teaching are numerous, varied, and difficult to quantify. Private centres do not offer official qualifications. Their courses focus on a functional mastery of foreign languages, particularly English, with a great variety of courses with regard to levels, specialisations, audiences and methodology, in addition to making use of multifunctional methodologies with multimedia supports which facilitate self-teaching. Many of them prepare their students to obtain certificates of aptitude in the knowledge of the language, which are granted by foreign universities (mostly British) and which enjoy a high level of prestige in the world of work.

2.3.9 *Non-formal education*

Education oriented towards personal development

To fulfil article 51 of the LOGSE, the public adult education centres employ a varied and flexible array of courses geared towards personal development, the improvement of participation skills in various areas of social, cultural, and political life, taking part in

recreational activities, immersion in new information and communication technologies, or non-regulated instruction in foreign languages. These types of programmes are usually organised according to the characteristics of the student body as well as the demands presented by it.

The content is extremely varied: music, theatre, cinema, health, information technology, languages, environment or art. Their defining characteristics are their flexibility, the integrative character given to their various courses with regard to improvement of the quality of life and the personal development of the students, and the more group-oriented concept of educational activity. Its most enthusiastic audience is made up of women who do not work outside the home.

This area is one of the priorities of the network of *Popular Universities*, which organise their courses and activities around programmes aimed at specific groups, such as women, young people, etc., or towards predetermined areas such as participation, cultural development, associations, etc.

The private centres offer courses related to the creative use of leisure time and the deepening of knowledge of extremely varied, narrow subjects, in the distance modality as well as the in-person modality. In contrast to the public offer, those of the private centres tend to be more formalised with regard to the schedules or materials used. They are much more focused on the learning of concrete subjects and are less preoccupied with tying this learning to the personal needs of the students.

Mentor Project

One of the most unique characteristics of the project is that of total flexibility: the students begin the course when they want, they set its duration depending on the difficulties they encounter, and they sit the examination at a time that is convenient for them. Additionally they can interrupt the course when necessary (temporary job) and incorporate it into the programme. This characteristic guarantees a high level of success among students of diverse cultures and who have a great variety of previously acquired knowledge.

Spanish for immigrants

The accelerated entrance process for immigrants to Spain is also beginning to have an impact, at first slowly but more and more quickly, on adult education. The first priority for these individuals is learning Spanish. Initially this need was served by non-governmental organisations such as *Caritas*, the *Red Cross* and others specifically serving immigrants. Currently, demand continues to grow, and non-governmental organisations have been unable to meet all the educational needs of this group; therefore, this is now offered in the public adult education centres. Coverage is very uneven in the various regions, and the methodologies and ages of the programmes are also extremely varied. The programmes also reflect the socio-economic characteristics of each region. Thus, the number of foreigners registered in the public adult education centres in the 1998-1999 academic year reached 13,232 people, of which approximately half came from the Regional Communities of Catalonia and Madrid, which are undeniably poles of attraction, economically speaking. But these figures must be considered as just the tip of the iceberg with regard to these programmes.

There are various problems with regard to Spanish language teaching of this group of individuals. The first of these is interrupted class attendance due to a scarcity of available time, caused by the need to work, generally in non-skilled occupations and in very precarious situations from the point of view of job stability. The second is the heterogeneity of the mother tongues of the students, including the written languages of these groups. The third is the cultural

diversity of the students which, although it is an asset in and of itself, sometimes poses problems during the learning process. The fourth is the differences in training existing among the students. The students range from highly qualified holders of higher-level degrees coming, for example, from Eastern Europe, to people who are illiterate in their own mother tongue, with whom it is necessary to carry out a double process of literacy and oral comprehension of their language, as well as that of the new country.

In many public adult education centres where these programmes are being run, there are initiatives of multicultural integration and instruction, as well as support from city social services.

Workshop-Classrooms

Beginning in 1990, concurrently with the development of the LOGSE and the implementation of the first National Vocational Training Programme, the Ministry of Education inaugurated a series of Workshop-Classrooms in public adult education centres throughout the country, which were to be managed directly by the centres. These Workshop-Classrooms have as their goal the teaching of an occupation and the subsequent professional integration of the adults participating in the classes. They are defined as *technical-professional instruction in Workshop-Classroom format*. Courses on offer depend on the levels of demand for professional qualification existing in the various territories where the centres are located, and to a great extent on the relationships the centres establish with other local organisations, such as municipal councils, business organisations, etc.

Currently there are around 55 Workshop-Classrooms distributed very unevenly throughout the country, and they offer different courses related to various professional families such as Graphic Art and Design, Hotel Management, Oenology, Sanitation, Image and Sound Editing

University for mature students

The regulatory framework of the Universities with regard to education and training allow for the development of specific training programmes for mature students who have not had the opportunity to carry out higher-level studies, and the universities offering these programmes are numerous. In the context of its self-government in educational matters, each University has a different framework for this type of course, aimed normally at persons over 40 and 50 years of age.

Universities which already have a framework in place for this type of course are those of Murcia, Alcalá de Henares, Granada, Barcelona, Seville, the Autonomous Community of Madrid, Alicante, the Balearics, Cádiz, Jaime I de Castellón, La Laguna, Oviedo, San Pablo-CEU, La Coruña, Extremadura, Miguel Hernández de Elche (Alicante), Tenerife, Pontificia de Salamanca, and Comillas. The majority of these universities are public, but there are private universities as well.

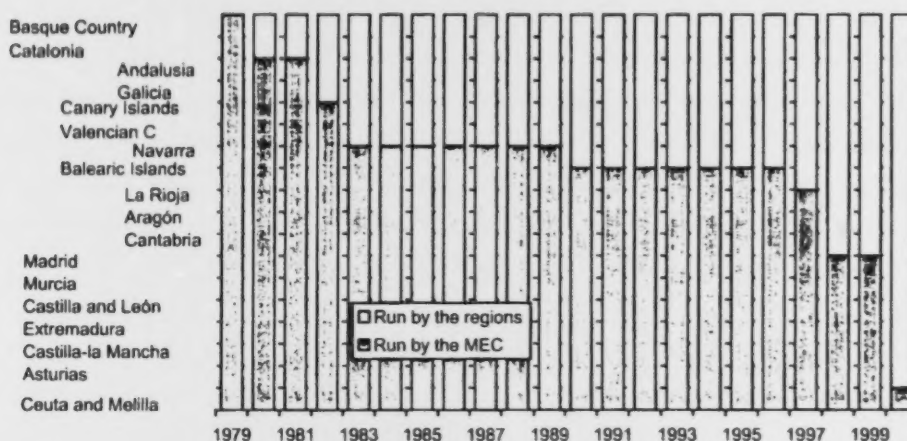
2.4 Institutions involved

2.4.1 Educational institutions

2.4.1.1 Distribution of responsibilities in the Educational Administration

The Spanish Constitution of 1978 established a new model for distributing responsibilities for the country and the Regional Autonomies, defined by a marked decentralising character. Starting with that event, the Spanish educational system underwent a process of transformation in which the National Administration gradually transferred functions, services, and resources to the various Regional Autonomies. Thus, throughout the 19 years between 1 January 1981 and 1 January 2000, all the Regional Communities have taken over the functions, services and resources pertaining to non-university education as well as university education (Graph 2.4).

Figure 2.4: Year of transfer of functions, services, and resources of non-university education, by Regional Autonomy



Source: Establishing MECD apart from regulations.

As can be expected, the process of transferring educational responsibilities was initiated almost immediately after the ratification of the Constitution. After the three-year ratification process, responsibilities were transferred to the three communities with their own distinct languages: Catalonia and the Basque Country. The third, Galicia, as well as four others which received responsibilities before 1990, when the LOGSE was approved, the implementation of which has introduced a turning point in the evolution of the Spanish educational system, where a double process has been taking place, that of a profound structural transformation and that of gradual decentralisation.

This decentralised administrative model of the Spanish educational system distributed responsibilities among the State, the Regional Autonomies, the Local Administrations and the teaching centres.

As can be seen in Table 2.16, the State reserves the exclusive right to exercise the responsibilities that safeguard homogeneity and the fundamental unity of the educational system. Its function is to guarantee conditions of basic equality for all Spanish citizens in

exercising their fundamental educational rights as defined by the Constitution. These responsibilities are, for the most part, of a regulatory nature, for the regulation of the basic elements or aspects of the system, although there are others of an executive character.

To exercise these functions, the Ministry of Education is organised into central services conforming to the basic structure of the Ministry (Annex B), and peripheral services through which regional and provincial matters are managed. In each Regional Autonomy, Central Government relies on an executive agency to carry out those educational responsibilities which are of an exclusively national nature. This agency is called the Inspectorate. The Ministry acts as an Educational Administration solely within the provincial locations of Ceuta and Melilla.

The Regional Autonomies retain regulatory responsibilities to develop national regulations and to regulate those aspects of the educational system that are not basic, as well as the executive-administrative responsibilities managing the educational system as it is applied in their own areas, with the exception of those which are reserved for the State.

The municipal councils do not have the status of Educational Administration. The majority offer services maintaining the public adult education centres. Given that adult education is not compulsory, the municipal councils are not obliged to provide these services, although they do so anyway.

Many municipal councils have implemented their own initiatives in the field of adult education. The rural municipalities usually use the same classrooms for their adult education programmes as they do for basic adult education. Hiring teachers is usually done through agreements with the appropriate educational Administration. The larger municipalities which do not offer public adult education or which offer insufficient public adult education have implemented their own adult education initiatives, especially in the form of centres dedicated to basic education or public universities dedicated to non-formal education. In some regions, such as Madrid, community adult education services are offered through regional centres where the teachers, hired through agreements to serve the student body of the various classrooms located throughout the towns of the community.

Table 2.10: Responsibilities of the educational administrations

Administration	Responsibilities
National: Ministry of Education, Culture and Sport	• Establishment of basic regulations: general organisation of the educational system, minimum requirements for the centres • International educational cooperation; • Promotion and general coordination of research; • General educational planning; establishment of minimum educational requirements and regulation of academic and professional degrees. • The regulation of basic education which guarantees the right and responsibility to learn the Spanish language, which does not affect the responsibilities of the Regional Autonomies with regard to establishing regulations and adopting measures deemed necessary to guarantee the right of citizens to the use and knowledge of their own linguistic heritage; • The Inspectorate of the educational system • The general planning of educational financing in accordance with the provisions set forth by the Regional Autonomies; • The policy of education enhancement through the General National Budgets; • The responsibilities and administration of the <i>National Centre of Educational Communication and Information</i> (CENICE), the public centres in other countries, and the legal framework for foreign educational centres in Spain; Educational statistics for national purposes.
Regional: Departments of Education or Social Welfare (Catalonia)	• The Technical Educational Inspection Service. • The administrative responsibilities of the centres and responsibilities of creation and/or authorisation, public as well as private. • Projects of reform, renovation and new construction; • Personnel administration; • Experimental plans and pedagogical research; • The development of State regulations with regard to educational planning and the regulation of the levels, modalities, and specialities of the system; • Subsidies to private teaching centres; • Management of scholarships and financial aid; • The regulation of the composition and functions of the Scholastic Council in each of the Regional Autonomies with educational functions and services; Student services (academic guidance, multiprofessional teams, etc.)
Local: Municipal councils	• none

Each Regional Autonomy has formed its own type of Educational Administration as a result of the functions it has taken on, and according to the services received by their respective statutes. All of them have the same administrative range, although in some cases they are called "Consejerías" or Offices (and in others, Departments.) There is a special case, where in the Generalitat of Cataluña, adult education does not answer to the Department of Education but rather to that of Social Welfare. This special administrative relationship is unique in the State.

The division of jurisdictions between the different levels makes coordination between the Educational Administrations necessary, in order to guarantee adequate performance of certain functions, such as decisions regarding education policy which affect the entire system. It also affects general educational planning or the exchange of information for educational

statistics as well as the development of educational research, general organisation and improvement of the teachers, the registration of education centres and authorisation of textbooks and other teaching material.

The *Conference of Advising Officers on Education*, the agency in charge of expediting administrative coordination and the exchange of information regarding general teaching programmes, is comprised of the government advisors from the Regional Autonomies and the Minister of Education, Culture and Sports. Their function is one of consultation, as it has no decision-making capacity. There are, in addition, other coordinating commissions within the Administrations for different Affairs.

2.4.1.2 Participation of the educational community

There are different joint agencies at the different levels of the Educational Administration, even in the education centres themselves, which ensure the social participation of all sectors of the educational community. At the national level, this agency is the *State School Council (Consejo Escolar del Estado)*. In the self-governing field, some of the Regional Autonomies have participatory agencies such as the *Autonomous Regional, Territorial, Provincial, County and/or Municipal/Local School Councils*. Besides this, there is institutional participation through two state agencies acting as consultants: the *General Council for Vocational Training (Consejo General de la Formación Profesional)*, to which we refer in the section on labour institutions, and the *University Council (Consejo de Universidades)*. Finally, non-university education centres have the *School Council (Consejo Escolar de Centro)*, while those belonging to a university have the *University Social Council (Consejo Social de la Universidad)*. Nonetheless, not all of the Regional Autonomies have established specific regulations for creating this type of Council in the adult education centres.

The sectoral structure of these Councils hinders a specific adult-education representation. This implies a scant presence on the daily agenda of schools councils in autonomous regions, of subjects related specifically to adult education, made manifest by the fact that in 2000, only one has been recorded among the issues under mandatory discussion.

2.4.1.3 Specific centre networks

The Spanish educational administrations have several stable networks of education centres specifically designed to serve the adult population. In the 2000-01 period, the total number of adult education specific centres, classrooms and operations was 1,584; their distribution, by Regional Autonomy, can be seen in Table 2.11.

The adult education centres differ in size between themselves. Depending primarily on the characteristics of the towns in which they are located, centres may be located in rural areas, staffed by 3 teachers, and urban areas, located in the metropolitan areas of larger cities where the staffing level can exceed 30 teachers. The primary characteristic of these centres is their exclusive dedication to the adult population. For this, they are accustomed to offering almost uninterrupted classes with a broad schedule that runs from the early hours of the morning, into the late hours of the evening (teaching activities generally finish at around 10pm).

The staff at these centres is mainly made up of teachers who report to the educational administrations¹¹ of the autonomous regions. In some Regional Autonomies such as Madrid, however, there is also a significant number of teachers hired indefinitely to fill this function. In

11. As stated, adult education falls under the Social Welfare Council in the Regional Autonomy of Catalonia

addition, and primarily in the rural areas, part-time monitors have been hired to carry out literacy and basic education activities for adults, through co-operative agreements established between the educational administrations and the cities or provincial governments. In the 2000-01 period, the number of teachers assigned in specific centres throughout the State reached 10,288.

The majority of these teachers hold teacher certificates and, while there is no adult education speciality in Spain, many have received specific training in this field, whether through the training networks established by the educational administrations themselves, or through the universities in courses of varying scope and duration. The one with the greatest scope is the *Postgraduate Course in Adult Education*, developed by the National Distance Education University (*Universidad Nacional de Educación a Distancia - UNED*) in different autonomous regions more than a decade ago.

With the gradual establishment of *Adult Secondary Education* which has become the domain of secondary school teachers, as it is a level of education higher than the old *School Graduate*, the teachers are being added progressively, although unevenly as regards the specific adult education centres.

Table 2.11: Adult education centres and teachers. 2000-01

	Centres and performance				Teachers
	Total	Centres	Classrooms	Performance	
Total	1,584	1,112	234	238	10,288
Andalusia	652	652	0	0	1,950
Aragón	39	33	6	0	726
Asturias (Principality of)	25	18	6	1	188
Balears (Balearic Islands)	24	17	7	0	343
Canary Islands (1)	32	32	0	0	..
Cantabria	26	3	16	7	110
Castilla and León	127	49	38	40	1,022
Castilla-La Mancha	121	28	56	37	746
Catalonia (3)	..	..	..	..	770
Valencian Community (2)	196	72	0	124	1,048
Extremadura	72	22	29	21	477
Galicia (1)	98	22	76	0	242
Madrid (Community of)	89	88	0	1	1,548
Murcia (Region of)	19	18	0	1	303
Navarra	5	5	0	0	53
Basque Country (2)	44	44	0	0	627
Rioja (The)	12	6	0	6	79
Ceuta	2	2	0	0	34
Melilla	1	1	0	0	22

Source: MECD (Ministry of Education, Culture and Sports) 2000-01 Advance Data

(1) Data for the 1999-2000 period

(2) Teacher data for the 1999-2000 period.

(3) Teacher data for the 1998-1999 period

With regard to teachers at these centres who are not working solely in general education, the presence of technical teachers for Vocational Training is significant. They provide the necessary training to prepare for the *first year non-school Vocational Training Tests*. The upcoming elimination of these exams, which offer a degree covered by the 1970 General Education Law, expected in 2002, poses a question regarding the continuity of these teachers in the adult education centres.

There is also another type of teacher, linked to these precise centres by virtue of the characteristics of specific programmes or education. These teachers can be hired under the educational administrations' contracts or agreements with the cities, INEM or even through direct contract with the teachers for specific educational services.

The adult education centres may offer both on-site and distance learning, depending on the type of centre and the Regional Autonomy to which it belongs. If a centre is authorised to teach through distance learning, some of its teachers will simultaneously teach the on-site students and teach the distance students.

Another growing opportunity at the adult education centres lies in the so-called Mentor Classrooms. These are managed by an administrator, usually a teacher at the centre, who handles this job together with the other teaching modes.

2.4.1.4 The use of other adult education centre networks

Other centre networks are used for those classes that are at a higher level than the *Secondary Education Graduate* certificate. The networks of ordinary centres, the Secondary Teaching Institutes (*Institutos de Enseñanza Secundaria* - IES) to be exact, offer night and distance secondary education for adults but, above all, provide Secondary Education Certificates and Specific Vocational Training. Other networks, such as those of the Official Language Schools, offer language instruction to the adult population both on-site and through distance learning.

2.4.1.5 Social initiative agencies that manage adult education programmes

The Federation of Adult Education Associations (Federación de Asociaciones de Educación de Adultos - FAEA)

The *Federation of Adult Education Associations* (FAEA), is a national non-profit making, non-governmental organisation, established in December 1984. It consists of agencies which are very diverse and pluralistic in their history, origin and the fields of activity in which they participate. These are agencies formed by volunteers, teachers who work in the sector at specific adult education centres as staff members, or teaching, and other professionals engaged by the associations themselves. These do not tend to be homogenous in make-up, as their members can be adult education professionals or volunteers or even, in some places, both. They are also very different in regard to the field of activity, which can be at a provincial, autonomous region, or national level. However, they all have the idea in common of providing education to adults that is participatory, integral, unified and popular.

The Federation's primary objective is the development of adult education. It encourages the exchange of experiences and the coordination between the diverse federated groups, and proposes alternatives for the advancement of adult education. It also sets itself up before the various administrations and regional, national and international organisms as a valid spokesperson for the federated agencies' educational interests in all that concerns adult education.

Since 1988, the FAEA has been the Spanish State's top non-governmental representative of adult education at the European Association for Adult Education Offices (*Asociación Oficina Europea de Educación de Adultos* - AEEA-OEEA). Through it, the FAEA is present on the International Council for Adult Education (*Consejo Internacional de la Educación de Personas Adultas* - ICAE). The Federation maintains a stable documentary-

support relationship with non-governmental organisations and with the management of different governmental departments in assorted countries in Europe, Africa and Latin America.

Its programmes of activity have been primarily centred on the analysis of different initiatives which affect adult education, such as organisational models, sectors of the population which require priority attention, teacher training and participation in different forums, exchanges and development of joint initiatives with agencies in other geographic areas, especially in Europe, Africa and Latin America. It also promotes the communication of projects, research and innovative methodological materials. As such, the Federation is not directly devoted to adult education.

The Spanish Federation of Popular Universities (Federación Española de Universidades Populares - FEUP)

The Spanish Federation of Popular Universities (FEUP) brings together 207 Popular Universities which operate in more than 240 municipalities, located in 22 provinces in 11 Regional Autonomies. The Federation itself defines the Popular Universities as *a cultural development project which operates in a city, with the purpose of promoting social interest, education, training, and culture, to improve the quality of life for the individuals and the community.*

Popular Universities (UU.PP.) report directly to the cities, communities, or non-profit making associations, developing a mediator's role between the Administration and the citizens. Given their close ties to the cities, the Popular Universities know the social realities first hand, as well as the citizens' educational, cultural and participatory needs. Their programmes, activities and services are focused on meeting these needs and, in particular, to contributing to personal and social change. It may be said that the Spanish Popular Universities constitute the largest network organised in Spain of social initiative centres for cultural development.

The Popular Universities combine different types of activity at the local level while giving precedence to informal educational activities. The idea is to maintain a broad and open perspective, trying to adapt quickly to the different educational and cultural realities and situations in the city in which they operate. A management team responsible for administration and management of the Popular University forms the organisation of these centres. This administrative team, comprised of a few people, is stable. It is generally engaged for an indefinite time by the City to which it answers, generally through the legal structure of a Municipal Management Board. The sociocultural trainers or facilitators answer to this team, and tend to be organised in programmes focused on meeting specific needs. These trainers or facilitators may be engaged specifically for the course or service that they provide, which often do not imply an excessive hourly charge. This mechanism permits great flexibility in programming training activities, in terms of engaging the expert trainers. However, it also creates a certain instability with regard to guaranteeing continuity and exclusive devotion to these tasks on the part of many of these professionals.

2.4.1.6 Private initiative

The presence of private initiative in the field of adult education and training is very uneven and difficult to quantify. Its intervention in the field of basic adult education is being conditioned by the final phase of the transition process in which the Spanish education system finds itself. The greater number of private centres - and the public ones - are not currently offering the Spanish educational system's new basic certificate, called the Secondary Education Graduate Certificate. There are several reasons for this situation. The first of these is that a large part of the educational administrations in regional autonomies have not yet regulated the terms

and requirements for access by the private centres to official education that leads to obtaining the Secondary Education Graduate Certificate. However, these others are no less important: on the one hand, the previous basic certificate in the system, which comes from the 1970 General Education Law, called the School Graduate certificate, is much more popular than the new one among the adult Spanish population. On the other hand, it is much more accessible, looking at it from the view of effort and devotion. It should not be forgotten that there is a difference of two academic courses in the ordinary educational system between the two certificates - it is a certificate that is currently much more in demand by companies and administrations in order to access the labour market and public service.

This transitory situation is causing a real turning point in this field. Due to the effective disappearance of classes in the ordinary educational system that are instrumental in earning the School Graduate certificate, adult Spaniards can no longer officially take those classes during this transitory period, which ends in June of 2002, in which both certificates coexist under exceptional circumstances.

Everything stated above is conditioned by the presence of the private initiative in this sector. Although given the new regulatory guidelines, the general situation is one of expectation, its movements lead in two divergent directions. One part of the private initiative is formed by small and medium-sized which counted on adult education in a minor way. However, they have begun pulling out of these activities due to the decrease in enrolments, which tend to focus on the more specific centres. The other part, forming a larger in the sector and comprised of centres specifically devoted to the adult population both through on-site and distance learning, has committed heavily to offering classes geared towards obtaining the School Graduate certificate. They have run advertising campaigns with considerable impact.

Even though its presence is quite small and primarily focused on specific groups, the church-affiliated private initiative is also present in this field of basic adult education, through both on-site and distance learning.

2.4.2 *Labour Institutions*

2.4.2.1 *Distribution of Labour Administration Responsibilities*

In Spain the responsibilities for Labour, Employment, Social Security and Social Action Policies lie with the Ministry of Labour and Social Affairs (APPENDIX C). The agency managing employment policies is the National Employment Institute (*Instituto Nacional de Empleo*), a self-governing agency assigned to the Ministry of Labour and Social Affairs. The Regional Autonomies, in turn, exercise a series of responsibilities in the management of labour policies within their respective territories, in accordance with the guidelines of cooperation established with the Public Employment Service.

Other agencies fill consulting roles with regard to employment policy; these are the Economic and Social Council and the General Council of Vocational Training (in which the social agents participate) and the Sectoral Conferences of Labour Affairs and Social Affairs.

Among the responsibilities which the Constitution establishes for the Regional Autonomies to take on is the promotion of their economic development within the objectives set out in the national economic policy. Labour legislation is among the items which are under the sole jurisdiction of the central Administration, notwithstanding its execution by agencies from the Regional Autonomies.

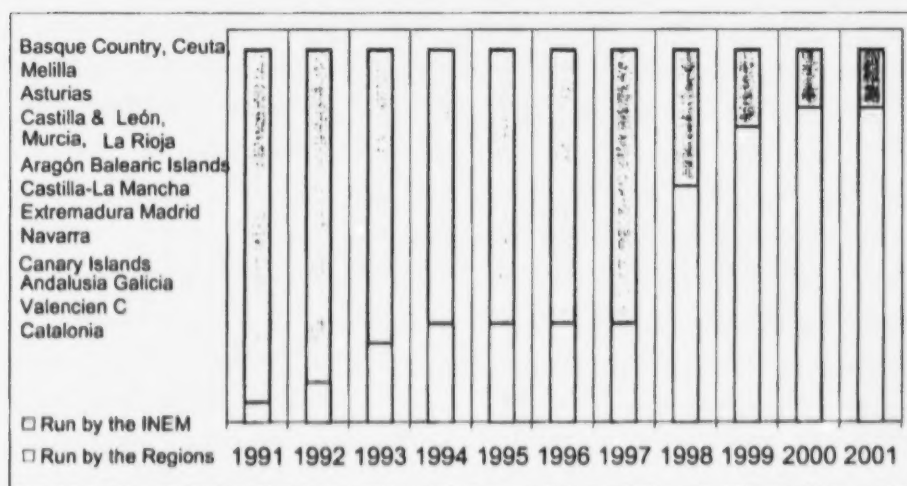
Keeping this division of responsibilities in mind, it can be said that all of the employment policies and labour legislation gathered in this report is applicable to the whole of Spain. Consequently, the jurisdiction of autonomous regions is limited to execution of the labour rules and the regulation of labour policies, provided this regulation does not establish rights or responsibilities between companies and workers or between their representatives.

The State's Central Administration's transfer of the jurisdiction over execution of labour rules and the regulation of employment policies to the Regional Autonomies is still an unfinished process. To date, jurisdiction over Vocational Occupational Training has been transferred to all of the Regional Autonomies except the Basque Country and the cities of Ceuta and Melilla (Diagram 2.5).

This apart, the process of transferring jurisdiction over the management of active employment policies has begun, assumed to date by the Canary Islands, Catalonia, the Valencian Community, Galicia, Madrid, Navarre and Asturias. Catalonia, Galicia, Madrid and the Canary Islands have also signed various Collaboration Agreements with the INEM to coordinate employment management and Vocational Training with unemployment protection.

Although execution of the FIP Plan has been transferred in a general way to the Regional Autonomies with jurisdiction over Occupational Training, the State Administration reserves several responsibilities for itself, for those cases in which the territorial scope is greater than a single Regional Community. An example would be the establishment of programme-contracts at a national level, and approval of Collaboration Centres where the activities are carried out in more than one Regional Autonomy, even though this approval requires the compulsory report from the corresponding Regional Autonomies.

Figure 2.5: Transfer year for jurisdiction over management of Vocational Occupational Training



Source: self-preparation based on data from the Ministry of Labour and Social Affairs. INEM

Given that some of the Regional Autonomies have very recently begun to take on active employment policies, the organisational models for this pursuit are undergoing a change. Some have bills drawn up by the Regional Employment Services. The general tendency is to organise them in an integrated form, following the INEM model.

The Sectoral Conferences on Labour Affairs and on Social Affairs are two agencies for meetings and discussions between the State Administration and the Regional Autonomies. Their primary aim is to achieve a maximum coherence in the establishment and application of the public policies exercised by both public administrations in the fields of labour and social policy. In the Ministry of Labour and Social Affairs' field of activity there is another sectoral conference: the Women's Sectoral Conference. It has characteristics and functions similar to those mentioned above, specifically devoted to equal opportunity policies as well as those geared towards women's groups.

The cities do not have a hand in labour administration. They can promote the establishment of Workshop-Schools, Trade Schools and Employment Workshops. They can request the corresponding grant for this if, along with the financing received from the European Social Fund and from the INEM, they add the necessary material and economic resources to defray a part of the cost. Likewise, the local corporations can promote Advancement and Development Units when the scope is at least on a county level; they can also promote Business Initiative Centres.

2.12 Distribution of Jurisdictions for the Labour Administration

Administration	Responsibilities
National: Ministry of Labour and Social Affairs, INEM.	• Approval of the National Training and Professional Integration Plan (Plan FIP). • Approval of the National Workshop-School, Trade School and Employment Workshop Programmes (scheduling, organising and managing activities, approval and issuance thereof, approval or validation of professional certificates). • Establishment of a National Census of Centres and Collaborative Vocational Occupational entities, which will include the Regional Autonomies' centres and collaborative entities. • Preparation of national statistics on Vocational Occupational Training (students, centres, resources, costs and documentation) used jointly throughout Spain. • Ownership and management (as an exception) of one or several National Vocational Occupational Training Centres located in Regional Autonomies to which these jurisdictions have been transferred. • Regulation of the conditions for obtaining, issuing and approving labour certificates valid throughout the national territory. • Regulation of the links or confirmations between the knowledge acquired in the Vocational Occupational Training and in labour practice, and the Regulated Vocational Training education regulated by the LOGSE. • Approval of the National Survey Plan for Labour Market Needs, which establishes a qualification programme for job applicants and regulates the Permanent Monitoring Centre for the evolution of occupation behaviours. • International bilateral and multilateral cooperation regarding Vocational Occupational Training. • The Inspectorate
Regional: Labour Councils or Departments which have received the transfer of Vocational Occupational Training	• Programming, organisation, management, administrative control and technical inspection of the training activities, following the FIP Plan. • Establishment of programme-contracts in the regional autonomies. • Approval or authorisation for Collaborative Centres to develop courses in their autonomous regions. • Student selection, according to priorities and preferences established in the FIP Plan (the pre-selection is done in collaboration with INEM). • Ownership of the National Vocational Occupational Training Centres originating at the National Employment Institute (those of a permanent nature, the training activity units and mobile equipment active in their territorial region). • Preparation, approval and execution of investment programmes, following the State's general economic policy. • Registration of Centres and Collaborative Agencies in their field, coordinated with INEM's General Records. • Issuance of degrees or professional certificates in accordance with the approved general rules. • Follow-up of the Vocational Occupational Training in that Regional Community.
Local: Cities	• none

ORGANISATION OF THE INEM

INEM	
Functions: Organise the national public and free employment service. Aid workers in finding employment, and companies in engaging adequate workers.	Promote employee training, through preparation and execution of the Vocational Training Programmes (FIP Plan). Manage and control unemployment payments and the assistance and grants for promotion of employment.
Central Services	TERRITORIAL SERVICES
General Council <u>Composition:</u> 13 representatives from the Public Administration (President: General Secretary of Employment), 13 representatives from the union organisations, and 13 from the business organisations. <u>Functions:</u> preparation of the criteria for the Institute's activity, budget pre-project and approval of the Annual Report Executive Commission <u>Composition:</u> 3 representatives from the Public Administration (the General Director of the Institute acts as President), 3 from the union organisations and 3 from the business organisations. <u>Functions:</u> Supervision and control of the application of agreements adopted by the General Council,	Provincial and Insular Executive Commissions <u>Composition</u> equivalent to the central Executive Commission (the president is the Provincial Director for Labour, Social Security and Social Affairs) This encompasses the Provincial Monitoring Committees for Vocational Occupational Training, whose functions are following up, analysing development and issuing proposals and recommendations on the situation and on development of Vocational Occupational Training in the province. Provincial Offices <u>Employment Offices</u> (in June of 2000, INEM will have 688) <u>Occupational Training Centres</u> (in the Regional Autonomies where transfer has not been completed)

National Vocational Occupational Training Centres

There are currently 28 National Occupational Training Centres, 13 of which have not been transferred to the Regional Autonomies. The National Vocational Occupational Training Centres are under the INEM, and are specialised by specific professional families (Table 2.29.). Besides exercising direct training activities, they have been given the following mandates:

- Preparation and updating of the sectoral studies
- Updating the occupations' permanent monitoring centre
- Preparation, follow-up and evaluation of teaching methods.
- Development of the technical studies and proposals necessary to determine the minimum teaching and training itineraries which lead to the corresponding professional Certificate, both for on-site and distance training.
- Development of annual training and improvement plans for the teachers and teaching experts.
- Qualification of job applicants.

Table 2.13: Network of National Occupational Training Centres

Province	National Centre	Training Area	Ownership transferred
Alicante	Alicante	Business, Insurance and Financial Services.	Transferred
Almeria	Almeria	Agrarian: Horticulture.	
Asturias	Oviedo	Heavy Industry and Metal Construction.	Transferred
Asturias	Langreo	Mining and First-Stage Processing.	Transferred
Badajoz	Don Benito	Agrarian: Fruit Growing and Widespread Crops.	Transferred
Barcelona	Hospitalet de Llobregat	Textile, Fur and Leather Industries. Graphics Industries. Business Services: Design.	Transferred
Barcelona	San Feliu de Llobregat	Mechanical, Electrical and Electronic Equipment Manufacturing Industries.	Transferred
Ciudad Real	Ciudad Real	Crafts. Food Industries: Oenology.	
Grand Canary Islands	Las Palmas	Transportation and Communications: Air and Marine Transportation.	Transferred
Guadalajara	Guadalajara	Power and Water Production, Transformation and Distribution.	
Guipuzcoa	Lasarte	Transportation and Communications: Ground Transportation. Business Services: Industrial Quality Control.	
Huesca	Huesca	Community and Personal Services.	
La Coruña	Santiago de Compostela	Agrarian: Forestry and Animal Husbandry.	Transferred
Madrid	Getafe	Experimental Centre for Advanced Technology. Business Services: Computing.	Transferred
Madrid	Moratalaz	Assembly and Installation. Refrigeration and Climate Control.	Transferred
Madrid		Information and Artistic Expression. Health. Commerce: Languages. (1)	
Madrid	Paracuellos del Jarama	Building and Public Works. Diverse Manufacturing Industries.	Transferred
Madrid	Leganés	Assembly and Installation. Fluid Mechanics.	Transferred
Málaga	Marbella	Tourism and Catering.	
Murcia	Cartagena	Chemical Industries. Business Services: Quality Control.	
Pontevedra	Coya-Vigo	Fishing and Agriculture.	Transferred
Salamanca	Salamanca	Food Industries.	
Segovia	El Espinar	Teaching and Research.	
Sevilla	Sevilla	Administration and Office Management. Commerce:	
Tenerife	Los Realejos	Agrarian: Gardening and Ornamentals.	Transferred
Valencia	Paterna	Wood and Cork Industries.	Transferred
Valladolid	Valladolid	Automotive.	
Vizcaya	Sestao	Maintenance and Repair.	

(1) These professional families are provisionally attached to the Training Organisation Division of the Department of Occupational Training Management at INEM's Central Services.

2.4.2.3 INEM's collaborative centres

The Occupational Vocational Training courses may be provided directly by the FIP Plan managing agencies themselves, that is, INEM or the Regional Autonomies which have taken on the transfer of management. However, these training activities may also be provided through:

- Collaborative Centres duly approved for specific training specialities.
- Business or union organisations, peer training agencies at a national sectoral level, and social economic representative organisations, upon signature of a

triennial programme-contract, provided the activities are carried out through the collaborative centres themselves and are duly approved.

- The public or private training agencies or the business with which a collaboration agreement has been signed, provided the activities are carried out through their own duly approved collaborative centres.

A Collaborative Centre is any training centre where the capacity to provide Occupational Vocational Training has been recognised by the INEM or by the Regional Autonomies having jurisdiction, with express indication of the approved training specialities, and which are compensated for the costs of providing the courses through grants.

Aside from meeting a series of minimum requirements for approval as a Collaborative Centre, the collaborative centres must comply with the following obligations:

- Maintain the facilities and the media structure on the basis of which registration as a collaborative centre was granted, and adapt them to the minimum requirements which are compulsory at all times for the approved speciality.
- Not receive any amount from the students included in the National Training and Professional Integration Plan programmes.
- Reflect their status as a collaborative centre in their publicity, along with the co-financing by the European Social Fund; this is exclusively for those activities included in the National Training and Professional Integration Plan.
- Notify the INEM or the respective Regional Autonomy of the starting date of the courses, their duration, and the list of names of teachers; prior authorisation must be requested before any change. Likewise, a list of names of the students participating in each course should be provided, as well as absences, rejection or abandonment of the classes on the part of the students.
- Collaborate in the process of student selection and their integration into the labour market, in the manner established by the Ministry of Labour and Social Security.
- Carry separate accounts of all expenses incurred in teaching the courses included in the National Training and Professional Integration Plan programming.
- Request express authorisation to continue as a collaborative centre when there is a change of ownership.

2.4.2.4 *The Tripartite Foundation for Training at Work*

The *Tripartite Foundation for Training at Work*, in which representatives from the Administration and the union and business organisations will participate, will have its own legal status and will be under the protection of the Ministry of Labour and Social Affairs. This foundation replaces the old *Foundation for Continuing Education* (Fundación para la Formación Continua - FORCEM), which was two-party in nature as the Administration did not participate. Given the signature dates of the III Tripartite Agreement of Continuing Education in which the *Tripartite Foundation* was created, it is in the constitutional phase. It is funded through a training levy on employers and workers and receives funding from the European Social Fund (see section 2.5). The functions covered by the Agreement are, among others, as follows:

MONITORING COMMISSION FUNCTIONS

<i>National Mixed Commission on Continuing Education</i>	To establish the guiding criteria for preparation of the Training Plans according to their field. Issue a report on the Company Plans, Groups, Social Economy Specifics, at a national and regional level, and on Intersectorals, also at national and regional level. The report will also cover the Individual Permits and Complementary Measures, and Training Ancillaries, when not established by the governing Sectoral or Territorial Joint Commissions for each of the cases. Submit proposals to the Tripartite Foundation for its participation in projects and European initiatives or other international fields.
<i>Joint Sectoral Commissions</i>	To establish the guiding criteria for preparation of the Training Plans corresponding to their sector. Listing of the Centres available to provide Training. Define the criteria that facilitates linking Sectoral Continuing Education with the professional qualification system and its connection with the National Qualification System, in order to determine the levels of Continuing Education for the Sector and how it relates to the certification modes established by the National Qualification System. Propose studies be carried out to identify the training needs and the preparation of tools and/or methodologies applicable to continuing education in their sector for consideration at the corresponding call for Complementary Measures and Training Ancillaries. Issue a report on the Sectoral Group Training Plans, as well as on the Complementary Measures and Training Ancillaries which affect more than one Regional Autonomy, within the scope of its reference national contract or agreement; submitting them to the Tripartite Foundation so that it can prepare the resolution proposal. Prepare studies and research Formulate proposals relating to establishment of Continuing Education levels for the purposes of establishing its correspondence with the certification modes that are established by the National Qualification System.
<i>Joint Territorial Commissions</i>	To establish the guiding criteria for preparation of Training Plans corresponding to their Regional Autonomy. To issue a report on the Business and Group Plans in those Sectors which do not have a Collective State Contract or Sectoral Training Agreement, Intersectoral Plans and Complementary Measures and Training Ancillaries, when their scope is limited to that Regional Autonomy. Likewise, with regard to the Individual Training Permits that are requested within the scope of their Regional Autonomy: unless the Collective Business Contract at a national level is applicable to the petitioner, this jurisdiction should be granted to the corresponding Joint Sectoral Commission.

2.4.2.6 State Consulting Institutions with participation by Social Agents

There are two state consulting councils in which, along with the governing administrations, the social agents participate. These are the *Economic and Social Council* and the *General Council on Vocational Training*. Their fundamental characteristics are described as follows.

STATE CONSULTING COUNCILS

Nature	Composition	Functions
<i>The Economic and Social Council</i>		
Government consulting agency for socio-economic and labour Affairs, assigned to the Ministry of Labour and Social Affairs.	71 members, including its President. (20 representing the union organisations; 20 representing the business organisations and 20 to be proposed by the corresponding institutions or associations, (3 to the agrarian sector, 3 to the marine-fishing sector, 4 to consumers and users, 4 to the sector of social economy and 6, appointed by the Government, from among experts in subjects under the Council's jurisdiction. School agencies: Plenary, Permanent Commission, and Labour Commissions (6 permanent ones)	Issue statements of a mandatory nature on bills, royal decree projects which regulate socio-economic and labour Affairs, and on matters of an optional nature which the Government may submit for consultation. It is also responsible for preparing studies and reports on issues related to the economic and social interests of the social agents
<i>The General Council of Vocational Training</i>		
Consulting agency, assigned to the Ministry of Labour and Social Affairs, having institutional participation on the part of the public administrations, and advisory participation with the Government on the subject of Vocational Training	65 members, including its President. 17 representing the State's General Administration, 19 representing the Regional Autonomies and the Cities of Ceuta and Melilla, 19 Members from the business organisations, plus representatives and 19 for the union organisations plus representatives. The Presidency of the Council will be held, alternating yearly, by the <i>Minister of Education, Culture and Sports</i> , and the <i>Minister of Labour and Social Affairs</i> School agencies: Plenary, Permanent Commission, and Labour Commissions.	Prepare and submit the National Programme for Vocational Training to the Government for its approval; Evaluate and control its execution; Report on any matter which might be submitted to it by the public Administrations relating to Vocational Training; issue proposals and recommendations on Vocational Training to the competent public Administrations; propose activities to improve vocational guidance, particularly those carried out within the scope of the Ministry of Education, Culture and Sports.

2.5 Financing adult education and training

Adult education and training is financed from different sources and mechanisms, depending on the institutions responsible.

Education dependent on the educational administrations, such as those corresponding to Basic Adult Education, the Secondary Education Certificate, Regulation Vocational Training, and the Social Guarantee Programmes, or official languages classes, are financed through the State's general budgets and the European Social Fund. Among the proposals of these administrations, only the classes taught at specific adult education centres are broken down (under the heading *Adult Education*). This budgetary item is included in Table 2.20 as *Basic Adult Education and others*. In 1999, it was almost thirty one thousand million pesetas.

Table 2.14: 1999 Budget

CLASSES	BUDGET (in Pesetas)
Basic Adult Education and others	30,901,300,000
Vocational Occupational Training	206,510,013,000
Work-training programmes	58,899,745,000
Continuing Vocational Training	105,808,000,000

SOURCE: Self-preparation based on data from the MECD and MTAS

We cannot provide specific expenditure information for adult *Secondary Education* classes such as distance night classes, Medium Grade and Advanced Grade Vocational Training Educational Cycles and of the Social Guarantee Programmes. The reason is that, as stated earlier, expenditures for adults are included in corresponding classes of children and adolescents (In 1999, more than 1,259 million pesetas was devoted to secondary and regulation Vocational Training classes).

Training activities devoted to the unemployed under the labour authorities, such as the FIP Plan's vocational training or the work-training programmes, are financed primarily through 50% of the Vocational Training fee which should be paid by the businesses and workers, and which is collected together with the Social Security dues. The dues are 0.70% of the base dues to the Social Security for labour accidents and professional illnesses; these training activities also receive contributions from the European Social Fund.

An investment was made in 1999 of over two hundred and six billion pesetas (Euros) in Vocational Occupational Training education. Almost fifty nine million pesetas were also applied to training-employment programmes (Workshop Schools, Trade Schools and Employment Workshops).

Continuing Vocational Training is financed, the same as for Occupational Training, through 50% of the Vocational Training fee, which should be paid by the business and workers, collected together with the Social Security dues. As we have stated, the dues are 0.70% of the base dues to the Social Security for labour accidents and professional illnesses; these training activities also receive contributions from the European Social Fund. In 1999, the budget established for continuing education reached over one hundred fifty thousand million pesetas.

3 NEEDS, MOTIVATIONS AND METHODOLOGIES IN ADULT EDUCATION AND TRAINING

3.1 Identification of needs and motivations of adults

3.1.1 *Primary motivation vectors for access to education and training*

It is wise to differentiate clearly between the concepts of *need* and *motivation*. In the case of the adult population, more so than with children and adolescents, the person's objective needs probably match their motivation to satisfy those needs. Not in vain is functionality one of the primary characteristics of adult education and training. This cannot be considered as universal, however. If it were, then all illiterate people, for example, would be taking literacy classes. The question to be clarified is whether these people, most of whom are elderly, feel the need to learn to manage the reading/writing code or whether they feel their need to relate to reality is covered through the audiovisual mass media.

As we have seen, the need for literacy is not manifest, primarily, in even 10% of the illiterate people who attend a literacy class in the year 2000-01. There are various reasons for this behaviour. Probably among the most important, it could be said that many of these people have dual feelings: shame because of their situation, and impotence by believing that it is too late for them. One could say subjectively that they feel that they are outside the permanent educational flow. It must be kept in mind that the policies for dealing with this group are a priority for the educational Administrations, although the numbers testify that there are difficulties in reaching the group.

Something similar could be said regarding the more than fourteen million Spanish adults who, being able to read and write, had not earned the basic certificate in the 2000-01 period. Of these, fewer than three hundred thousand were pursuing different basic education studies (Initial Education, School Graduate and Secondary Education Graduate), out of which a very poor percentage of 2% is reached. The distance between these people's educational needs and their attendance at educational processes should be identified in the analysis of the great motivational vectors for adult Spaniards.

As we have said before, the Spaniards who are now over 35 years of age are those who have not benefited from the advantages gained from the universal spread of education rising from the change in the production model. They are the ones who are currently bearing the weight of the Spanish economic development. Despite the growing incorporation of women into the labour market, men in particular double the number of women with regard to integration into employment during the past few years. This situation is even more manifest as the age increases. All of this paints an initial consequence with regard to the motivations for both. Men over 35 years of age without a basic certificate tend to immerse themselves in the work world much more than women. They tend to avoid studies aimed at earning the aforementioned certificate; it is no surprise that the attendance of men at the specific adult education centres is estimated at a third of the total, and they often pursue continuing education activities only driven by need. Neither do they tend to use mainly educational and training centres to pursue

activities geared towards an improvement of their free time or activities with group participation. Generally their motivation is purely functional and is directly influenced by their professional occupation.

The women of these ages are in a very different situation. Much more distanced from work than their male contemporaries, both in occupation (approximately half are employed) and in the expectation of finding work (despite fewer working, the absolute unemployment figures for women are much higher than those of men) in the short and long term (the unemployment rates for women over the long term are almost triple that of men - Table 1.3), many of them have decided to take up once again the educational-training path, which often has an intrinsic value. Women over 35 tend to start educational processes with the idea of achieving a cultural background that will allow them to help their children in their studies. Later, as the children grow and the progressive process of emancipation continues, the time will come when the women can experience the so-called *empty-nest syndrome*, consisting of a feeling of loneliness caused by the disappearance of the children from the family home and the absence of the husband due to work. The fact is that two out of three students at adult centres are women, and 61.5% of the Occupational Training activities are for women (Table 2.2)

The educational situation for adults under 35 years of age is very different. In fact, close to 40% of Spaniards in the 25-29 age range have post-secondary education or higher. Nonetheless, occupation is decreasing, especially in ages under 25 years, and is becoming more precarious. The primary motivation for these young people, who mostly live in their parents' home, tends towards seeking the most stable position possible. Different means are used for this, according to their initial training such as objection to public service, Occupational Vocational Training or employment-training programmes.

Nonetheless, the primary imbalance shown by Diagram 3.2 and which the adult education systems do not seem to be able to stop, lies in the very different and illogical tendency between the two stages of the formal educational system, vocational and university studies. As can be seen in Table 3.1., Regulated Vocational Training students have gone from comprising half of the university students in the 1997-96 period, to being less than a third of the same group in 1999-00.

Although there are reasons of an organisational nature which explain this continuous, persistent and accelerated decrease in enrolment for Regulated Vocational Training (which in the last period was 13.5%), such as the decrease in class time in the new system, organised in Training Cycles with regard to the former, what is certain is that the underlying causes are motivational in nature. A growing lack of prestige of Vocational Training has risen in Spanish society, which the reforms favoured by LOGSE have not been able to stop. At the same time, a veritable saturation of advanced degrees is occurring in the market, which results, as a consequence, in under-employment of the people who have degrees.

Table 3.1: University and Regulated Vocational Training Students, 1995 - 2000

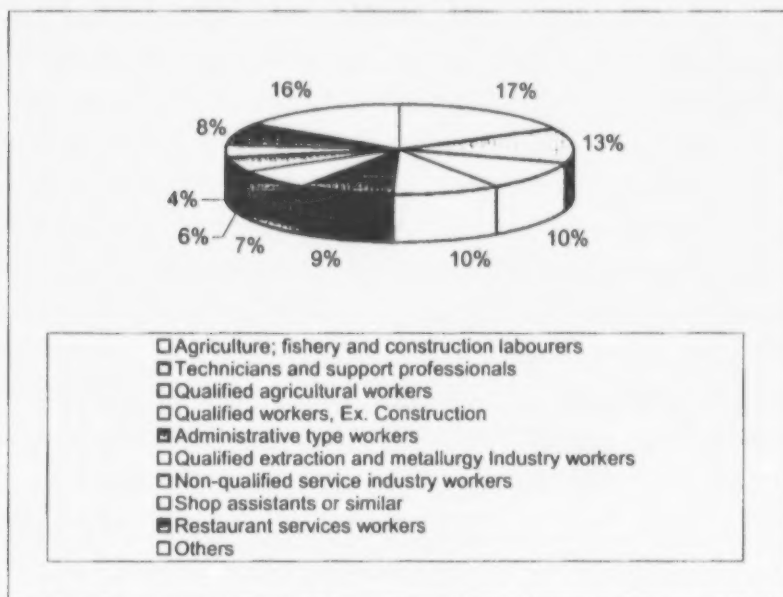
Classes	1995-96	1996-97	1997-98	1998-99	1999-00(1)
University	1,497,868	1,544,162	1,552,372	1,570,568	1,581,415
Vocational Training	712,384	601,482	479,450	294,623	149,191
Training Cycles	61,742	103,074	155,666	230,072	304,980
Total Vocational Training	774,126	704,556	635,116	524,695	454,171

Source: Council of Universities and MEC

(1)Provisional data

For many young people, the motivation to obtain an advanced degree is frustrated with regard to the professional exercise for which they studied. At times, many of these young people are in this situation, especially women who continue to encounter major difficulties in professional integration. They seek ways to acquire Vocational Training in the adult network that complements their university degree. The problem encountered is that the Regulated Vocational Training subsystem, which is attractive for many of them, is not sufficiently flexible to attract adults who have already left the initial training system.

Figure 3.1: Jobs offered for INEM Management unfilled on April 2001



Source: INEM

In fact, within the 118,938 employment positions offered for INEM management and to be covered in April of 2001, there are two large categories. The first of these is made up by occupations with very low qualifications which Spaniards are no longer accepting, such as labourers and other non-qualified workers in agriculture, fishing, construction, catering, commerce and the general services sector, which comprise 35.06% of the employment positions not covered in April of 2001. The second category is formed by positions for qualified workers and technical personnel, where the ability to do the job demands a qualification in Vocational Training; half of the job positions not covered belong to that category. (Diagram 3.1).

3.1.2 *Intermediation measures in the labour market. Integrated employment services*

For a large number of adult Spaniards, one of the basic needs and motivations is to obtain economic stability. For most of these, this is interpreted as having employment suitable for their characteristics. For those who do not have employment and need it, the instruments and measures for intermediation in the labour market take on a supreme importance.

The traditional programmes to improve a person's employability through vocational guidance activities, expediting the employment search, personalised plans for vocational training, etc., have undergone some changes.

These changes have been geared, on the one hand, towards improving the capacity for professional integration of the youth and avoiding a long unemployment time, following the directives of the *National Employment Action Plan* (Plan Nacional de Acción para el Empleo - PNAE). On the other hand, the activity programmes have been diversified in order to establish a more personalised treatment which is suitable for the applicants' needs. From the operational point of view, the *Individualised Tutoring* figure is incorporated with the purpose of adapting more to the needs of young people and those unemployed for a long time.

During 2000, one and a half million integration activities were completed. The range of actions affects the tasks of information, guidance, training, self-employment, etc. Approximately one third of the operations correspond to guidance activities, of which 338,272 were geared towards women.

The participating agents correspond to the State's Public Employment Services, those of the Regional Autonomies and of the non-profit making collaborating institutions. The financing primarily corresponds to the State, with participation from the Regional Autonomies and the European Social Fund.

Spanish labour legislation provides a mixed model for intermediation in the labour market, in which the National Employment Institute, in collaboration with public and private agencies, carries out a complete set of actions leading to the applicants' integration into the labour market.

The National Employment Institute's mission in this field is to organise the group of workers, seen as a public and free national service. The employment applicants and the employers will obtain the following services from the Employment Offices:

- The enrolment and registration of those seeking employment and of the labour contracts which should be legalised at the Employment Offices.
- Pre-selection and sending of candidates to the businessperson, in accordance with the conditions and characteristics of the position offered.
- Individual or group professional information on vocations, occupations, promotional measures and Vocational Training.
- Individual or group professional orientation, through in-depth interviews, aptitude and motivational tests, geared especially towards the groups with the greatest need such as young people, those who have been unemployed for a long time, and the handicapped.
- Development of skills for job search techniques.
- Research and exploration of the labour market situation. Preparation of employment statistics and databases with the professional profiles of employment applicants.
- Dissemination to companies of the employment promotion measures and gathering of information about the employers' needs.
- Processing and management of files about benefits and Occupational Vocational Training courses.
- Performance of professional qualification and certification tests on the applicants.

Along with the activity that the INEM carries out through its Employment Offices, it has designed the *Integrated Employment Service Plans* (Planes de Servicios Integrados para el Empleo - SIPEs). They include the organisation and articulation of the employment activity policies related to the complete companion process for the applicant in the search for employment through associated agencies. These associated agencies are public or non-profit making private bodies which participate in the activities geared towards an increase in the job applicants' desirability as employees, by signing the relevant agreement with the National Employment Institute.

As we stated earlier, private initiative also acts in this field through the *Placement Agencies*. The Placement Agencies are set up as non-profit making agencies which collaborate with the *National Employment Institute* in employment market intermediation and are intended to help workers find jobs, and help employers in engaging the workers capable of meeting their needs. With regard to their users, placement agencies should guarantee the principle of equal access to employment, within their scope of activity. Due to the absence of profit-making ends in these agencies, the remuneration that they receive from the business or the worker should be limited exclusively to the expenses incurred by the services rendered. For this reason, the proposal or presentation to employers of the workers they requested is considered as services rendered, provided the workers meet the professional profile for the job opening that the companies have.

Vocational guidance activities for employment and assistance activities for self-employment are carried out after performing a diagnostic interview regarding the applicant's employment needs. These activities are:

- Individualised tutoring. This is a process in which the unemployed agrees with an evaluator on the steps to be followed to reach a sufficient professional integration.
- Development of the personal aspects of being hired. Group activity geared towards helping the unemployed to overcome personal barriers and take on responsibilities in the development of their labour integration project.
- Employment search group. Group activity geared towards the applicant knowing the tools and acquiring the necessary abilities which will allow the applicant to undertake an active, organised and planned-out search for work.
- Interview workshop. Group activities geared towards increasing personal knowledge and resources to approach the work interview with the greatest probabilities of success.
- Information and motivation for self-employment. Group activity geared towards providing information about all of the aspects in the preparation of a business plan.
- Evaluation of business projects. Individual activity geared towards providing evaluation to entrepreneurs with a specific idea regarding preparation of a business plan.

Other activities exist as well, such as the following: *Assistance in geographic mobility* geared towards defraying expenses for unemployed workers and their families moving to other areas located at more than 200 kilometres from the point of origin with the purpose of filling a job position as well as *social-labour promotion programmes* geared towards facilitating integration into work of migrant workers who move to fill work positions in seasonal employment, *programmes geared towards social assistance, work promotion and integration*

for immigrants and returnees, and social promotion and integration programmes for immigrants into Spanish society.

3.1.3 Personal, academic and professional guidance activities in adult education

The accomplishment of systematic actions of direction in the education of adults does not have a broad tradition. In fact it is tied to the integration of the lessons derived from the LOGSE, particularly from Secondary Education for Adults. Article 60.2 established that *educational administrations will guarantee the academic, psychopedagogical and professional direction of the student, especially in reference to those with particular educational options, transitioning from the world of academia to the working world.* With this in mind, advisory councils have created, within the main structure of the specific centres required in the Secondary Education of Adults, a Department of Orientation, whose responsibility it is to carry out these functions, and who is a professional of that orientation.

The Departments of Orientation of the adult centres carry out personal guidance tasks, such as giving attention and advice with respect to difficult personal situations or conflicts; they offer help in acquiring social skills, and offer help to improve the self-esteem of those individuals or groups with special challenges.

The tasks of academic direction are related to the search of educational and formative itineraries specifically for adults, itineraries that are related as much to a regulated educational system as to those subsystems found in a professional working environment. Finally, the tasks of professional orientation are directly related to the various options and mechanisms of integrating into the job market, into offices of employment and into mechanisms at a local level.

Although an incipient service, it is one that offers good possibilities, particularly if applied in connection with other services of orientation like those of the INEM, or those established by other local administrations, as well as social and assistance services of that kind.

3.2 Educational and Formative Methodology for Adults

3.2.1 Methodology of the Educational Supply

For the first time, the LOGSE introduces in the panorama of the Spanish educational legislation, the beginning of a permanent type of adult education, whose concept surpasses an adult educational programme designed at a purely remedial or compensatory level. The development of this idea is at last brought about by the Ministry of Education and the Regional Communities, as much as in response to basic education, as in regard to other teachings of the system, which in part, are a beginning of the adaptation of the educational curriculum currently in the system. It is understood that the organisation of educational courses, levels or modules for adults must have as a reference the attainment of an end result for each educational stage, with the objective in mind of preserving the validity and correspondence of the qualifications awarded by the Spanish Education Administration.

On the basis of the principle of adaptation of the general curriculum, for the establishment of the educational opportunities aimed at the adult population, the need to recognise and integrate previous experience and knowledge of these adults have been considered, including their varying rates of learning as dictated by age, prior learning and life experience, or their personal circumstances. This has resulted in the design and instigation of educational opportunities different from those designed for children and adolescents, the general characteristics of which are as follows:

General characteristics of educational opportunities for adults

1. The workload varies. In fact, basic adult education leading to the qualification of Graduate of Secondary Education is logically much shorter than Primary Education and Compulsory Secondary Education (ESO) for children, whereas the Baccalaureate may extend a year longer than the more usual option. This difference in organisation does not exist in Regulated Vocational Training, except in the structure for distance education.
2. In-person and distance teaching modes are used, which also have differing organisational structures.
3. The distribution of content varies as regards teaching-learning in some spheres; in basic adult education, for example, they are organised into fields of knowledge. These fields of knowledge integrate certain areas into which the ESO is organised.
4. They permit the flexible use of educational itineraries, with regard to their integration or incorporation, according to the relevant level of each person's accreditation, partial pursuit of a syllabus, repeated permanence in the levels of education by virtue of personal circumstances.
5. They assume a differentiated teaching methodology.

In order to recognise and integrate the previous experience and knowledge of adults who are in the initial stages of basic education, a step-by-step process is planned, known as *Initial Evaluation of the Student [Alumnus] (VIA)*. The VIA is conceived as a process of evaluation and initial orientation of the adult individual which must be conducive to the assignment to an appropriate group at a suitable level. This process begins with an initial interview made during the first visit to the centre, which is followed by a review of academic documentation provided in this case by the individual, in order to validate it and show proof of level. Taking into consideration all the information obtained from these procedures which may conclude with either an orientation interview and/or a psychological evaluation, where necessary, a determination is made as to which group and level the individual will provisionally be assigned. After one month has lapsed from the start of the programme or the beginning of classes, this assignment is reviewed by the educational team who, after comparing their opinion with the individual's, take the final assignment decision. In this way, adults can attain academic levels of basic education for which they had no previous certification.

This procedure of analysing and verifying knowledge previously acquired is also applied to cases of promotion, permanence, or the partial pursuit of a course of study. The idea is to facilitate permanence for the adult in the system, taking advantage of the flexibility it has to offer in relation to the use of educational itineraries, in accordance with the requirements of each individual who is resolved to the idea of continuing education. These procedures are more flexible at the basic education level and become increasingly more difficult as the academic level rises.

The methodological principles on which the teaching of adult education is based are as follows:

- *The construction of meaningful learning.* This is based on the learning experience being one of a construction of meanings, which is therefore constructed and not acquired. This construction must be formed on the basis of prior knowledge, which in the case of adults becomes an issue of capital importance. Besides this, the significance of learning must be twofold: it must

include both a dimension of logic and one of psychology. In other words, the learning experience becomes meaningful for the adults if they maintain a connection to the field of epistemology to which they belong. Although this is a necessary but insufficient condition because the learning experience must interface with the personal psychological make-up of the adult.

- *The functionality of the learning experience.* It appears to be a universal principle, but is specific to adults who have abandoned the network of initial training and who, therefore, are not *professional* learners as before. When a worker, a housewife, a professional or a pensioner decides to dedicate a part of their free time to improving their education or training in the regulated systems, they will be compelled to do so out of sheer functional necessity, which, if not satisfied, will lead them to abandon the system.
- *The activity.* This is based on the idea that intense activity on the part of the person who learns, contributes significantly more to the construction of the learning than just a pure receptive attitude towards a knowledge that comes from without.
- *The participation.* The participative methodology constitutes essential assets without which no educational action could take place for this type of person. Leaving the technical elements aside, it must encompass all the elements of the process: planning, development and evaluation.
- *Independent learning.* It can be said that independent learning is an intrinsic condition of the adult condition. Nevertheless, it is necessary to consider that when we talk about formal learning, in which previously acquired knowledge must exist for it to be carried out adequately, independent learning is then limited by the academic level at the outset, by which it must be interpreted that the independent learning experience will be more feasible the greater the starting level.
- *The cooperative learning experience.* This principle is one of those more deeply rooted in traditional education for Spanish adults; it attempts to instigate learning with others and of others, as well as to highlight the importance to the establishment of how affective the ties are between each of the members of the learning group, and to consider that in order to learn, besides effectively placing the appropriate mechanisms of an intellectual type into operation, it is necessary to promote the acceptance of the content of what is being learned and the context in which the learning is taking place. Moreover, this type of learning is helpful for adults, especially those with lower levels of education, who initially experience their learning with a certain amount of anxiety.
- *The use of previous knowledge* by those adults who are learning. One of the essential tools of methodology insofar as it permits the teaching institution to evaluate and take advantage of certain knowledge and skills, independent of the acquisition procedure. In addition, it clearly aids the significant nature of the learning experience
- *Equitable levels of communication.* This is a principle that refers not only to episodic aspects such as equal treatment between adults, be they students or teachers, but rather it refers to deeper issues like the consideration of students and teachers as instrumental in the construction of their own knowledge and not as keepers of information that is transferred to a student who is essentially receptive.

3.2.2 Methodology of the occupational supply

The methodology which is applied to the design of Occupational Training has specific characteristics, given the singularity of the group at which it is aimed. This formative reply to adult requirements has the following characteristics:

- *It is organised as a modular system of easily capitalised training units*, which appears to be the most appropriate in allowing each adult to follow their own itinerary. The rate at which adults learn is taken into consideration. *The modality* can be either in-person, distance or a combination of both. It has a specific organisation.

In agreement with the methodological context stated, taking into consideration the nature of Occupational Training and following the objectives set out in the First National Vocational Training Programme (1993-1996), the INEM undertakes the methodological reform for the organisation and updating of its training opportunities and for the preparation of the Range of Professional Certificates.

In order to undertake this process of reform, the First National Programme refers to the Sectoral Studies as a basic instrument and as a common starting point, both for the Education Administration and for the Labour Administration, according to the unitary perception of vocational training, whose new approach must have as a fundamental objective the acquisition and evaluation of professional skills of value and significance for employment. Therefore it can be said that the First National Vocational Training Programme engenders a series of aspects of great conceptual and methodological repercussion. These aspects are:

- The unification of the three subsystems in relation to a common methodological concept, based on the concept of professional skill.
- The renewal of training opportunities, both for regulated and occupational training, through a process of organisation and updating, which culminates in the MECD's Catalogue of Vocational Training Qualifications and the INEM's Range of Professional Certificates.
- The instigation of vocational training reform, on the part of both the Education and the Labour Administrations, based on a common methodology, the concept of occupation as a series of professional aptitudes of value and significance for employment. This is what has allowed the curricular designs of the professional qualifications awarded by the Education Administration and the training itineraries of the Professional Certificates established by the INEM to have a common benchmark, which should enable the National System of Professional Qualifications to be organised.

The proposed methodological approach is based on the new occupational dimension and is being studied from the point of view of professional skills. Professional skill is understood to be the ability to carry out the tasks relating to a profession in line with the levels expected in the workplace. The concept also includes the ability to transfer skills and knowledge to new situations within the professional area, and beyond that, to other related professions.

The idea of *transferability* is associated with the so-called key qualifications, which include personal and social forms of behaviour. Also, it is understood that this set of knowledge and abilities may be acquired either through training processes or through work experience.

The idea is that professional skill should consider all aspects of professionalism, their contents being as follows:

- Technical skills: What the worker should know and know how to do. Knowledge, skills and aptitudes
- Organisational and participative skills: ability to coordinate and organise various activities of the profession
- Social skills: responsibility, independence, ability to interact with the surroundings, ability to adapt, etc.
- Methodological skills: solving new situations, procedures for coping with variable tasks, etc.

The process of organising vocational training offer was carried out in four phases: 1) Determining the structure of the new training offer 2) Determining the professional profiles of the occupations, 3) Structuring the training reference and 4) Developing the Certification Tests.

Process of organising the professional training offer

1st Phase: Determining the occupational structure of the new training offer.

Determining the occupations comprising the new training offer, taking into account the contributions of:

- Sectoral Studies
- Other countries in the European Union (United Kingdom, France, Italy, Germany) and the United States.
- Specific studies of specialised companies
- The training experience of the existing offer.

2nd Phase: Determining the professional profiles of the occupations.

Specifying the labour reference with its corresponding *professional profiles*, understanding these as the description, in ideal *terms*, of what it is necessary to know to do a job. It is the ideal reference framework which, compared to people's effective effort, enables them to be qualified as competent or otherwise and determine their degree of suitability for the job. The profile comprises the professional skills and professional development of each job.

Determining the *Skill Units* which define the various functions involved in carrying out the professional activity of the job. The Skill Units are a fundamental and significant part of the job and reflect large stages in the work process or fundamental techniques, leading to finished products or specific services. The set of skill units forms the global aspect of the job in the framework of general aptitudes.

Identifying professional achievements through breaking down the skill units. Professional task refers to what the worker does, what function he or she carries out, how he or she does it and why he or she does it. Certain performance criteria are associated with each professional task. These are the steps that enable classifying as adequate or inadequate, satisfactory or unsatisfactory, the effort made in the corresponding professional task.

Professional development of the occupation, referring to the work means and methods, work conditions, work environment, organisational and functional situation, trends of the occupation and outlets on the labour market, ending with a description of the vocational training associated with the job both in the regulation sub-system and in the occupational one.

3rd Phase: Structure of the training reference .

Transformation of professional skills into training contents which are valid and necessary for learning the complete job (occupational courses), or the stages or technological levels within that same job (specific courses).

Preparation of the training modules, which include the contents required for acquiring the professional skills. The training modules are arranged in itineraries which establish a progressive learning order to reflect the ideal path of the training process of each occupation. They may be in isolation or combined in different ways, to be given progressively, continuously or intermittently according to the worker's possibilities or needs.

Setting the Occupational Training Courses, taking the training itineraries as the basis. The final result of the occupational training offer, duly organised and up-to-date, giving rise to a map of occupational courses by professional families.

4th Phase: Development of the Certification Tests.

The Certification Tests allow the degree of knowledge of the theoretical-practical contents, derived from the professional skills, to be checked. They consist of a test of knowledge and a practical test. These tests are generated from a bank of items and practices which enable different but equivalent tests to be obtained. The reference framework for their design will be the professional skills collated in the skill units of the professional profile, through the training contents derived from them.

The Knowledge test measures the degree of knowledge of the training contents of the occupation. This is a multiple choice test with several alternatives.

The Practical test is aimed at checking the ability, skills and aptitudes required for mastery of a given professional skill. The process, technique and work method used will be considered, as well as the skills and abilities used. Also judged is the quality of the product obtained, the use made of the equipment and machinery and the way the work is organised, etc.

A points system has been established for these tests. An Application and Test Correction Manual has also been drawn up

3.3 Good practices

3.3.1 The Mentor project

"Aula Mentor" (Mentor Classroom) is an open, free training system carried out over the Internet, set up as part of the New Technologies Programme of the Ministry of Education, Culture and Sport.

The experience has been active since 1992 with the purpose of providing high quality training, using communication by computer, reaching areas which, due to their distance from major towns, did not have any specialist courses. The main objective is that any citizen,

regardless of his/her previous training, economic level or computing knowledge, may access these training courses. Over 23,000 students have used the Mentor system, making good use of it.

To overcome the difficulties of an economic or educational nature, a network of classrooms with public access to the Internet has been created, placing at the disposal of adult students a computer connected to the Internet as well as a classroom monitor who advises and assists them. One has to take into account that despite the Internet being a means of communication, it also represents a barrier for those who do not have the equipment or knowledge required for accessing the network. Much of Mentor's success is due to the aforementioned structure and the dynamic role of the classroom monitors.

The project is developed in collaboration with a high number of institutions which participate both in financing it and in actions associated with its environment. The participating Institutions do not need to make high investments as it is not necessary to equip the classrooms heavily or set a compulsory timetable. They can also decide on the number of courses they wish to start up at first, expanding the offer subsequently.

Some of the classrooms are specifically for handicapped people, adolescents with problems of social integration, adults in general or prisoners, etc. The classrooms depend on the following institutions: 9 Regional Autonomous Governments, Ministry of Education in Central America in collaboration with the Spanish Agency for International Co-operation, Town Halls, NGOs, and the Department of Prisons of the Ministry of Justice.

The training lines are the following:

1. *Computer literacy*. - Basic courses of slow sequence, highly suitable for starting or perfecting basic computer skills. (Beginners' Computer Courses, the ABC of text processing, Windows 98, etc.)
2. *Advanced computing*. - Courses for computer users who wish to recycle or for professionals. (Courses in Java, HTML, Design and database programming, etc.)
3. *Professional updating*. - Aimed at preparing or updating the user professionally. (Courses in Rural Tourism, Accounting, AutoCAD, business project and management, working from home, etc.)
4. *Basic personal promotion*. - Linked to improving the quality of life. (Courses in Nutrition, Writing Workshop, Sexuality, Writing Workshop, etc.)
5. *Advanced personal promotion*. - Aimed at a sector of the population with cultural or intellectual concerns who wish to "know more" and enjoy their free time by accessing new sources of knowledge. (Courses in Spanish culture through archaeology, alternative sources of energy, Leisure and Audiovisual media)

The Mentor classrooms do not comply with the traditional idea of a classroom as there is no teacher giving out the information but rather a monitor who manages the resources and facilitates learning. These classrooms have several work areas:

- Computer work stations (between 5 and 15) where each student can carry out course activities. These computers are connected in a network and to the Internet
- An area for group tasks for encouraging spontaneous collaboration between students on the same course.

- An area of common resources where some commonly used materials for consultation are available.

The students, as they have the advantage of high flexibility, take charge of their own learning and attend the classroom at the time they agree with the monitor according to their availability, as there are no demands with regard to the chosen course.

The monitor's role has emerged as one of the fundamental pillars of the project. As said previously, his/her role is not to hand out knowledge but to facilitate learning. His/her work as a monitor has several aspects, as shown in the following table.

Functions of the mentor classroom monitor

- To tell people about the educational opportunities of the project.
- To ensure that all the audiovisual, computing and consultation equipment is always operational.
- To guide potential students about which courses are best suited to their needs and about the difficulties they may encounter in following them.
- To accompany the students in their first telematic communications to put aside any misgivings that may arise, as is common, during these first approaches.
- To solve the difficulties which may arise between the students and their teachers, encouraging the students to express their doubts, misgivings and even their complaints, to the teacher
- To manage the way the classroom is used, trying to ensure its maximum use.
- To act as a bridge between all those involved in the project.
- To tell people about the educational opportunities of the project

Each student permanently has a tutor who assists them throughout their learning process. These tutors, who work from home, are experts in the contents of the course and have also been trained in the methodology of the project.

The task carried out by the tutors is a very complex one. First, each tutor has a variable number of students, according to the demand for the course and his or her availability. Second, not all the students are following the same learning unit at the same time. The Aula Mentor teacher is not limited to answering questions but also analyses the student's situation and therefore often contacts the classroom monitor to obtain complementary data about the student's personal situation or about the most useful educational strategies.

The same flexibility which characterises the students' work determines that of the tutors as they can carry out their tasks at any time, day or night, as the Programme's central server is permanently active; however, there is one express condition: all the students' enquiries should be answered within 24 hours of their being received.

The tutors are selected according to their CV. Applications for this role may be submitted at any time. Those selected follow a distance course in the strategies used in this kind of training, in the nature of the relationship with the students and in the work processes. This course is carried out entirely over the Internet to enable the most capable people to register

without any restrictions in terms of their place of residence so that they play the role of the students before that of the tutor, so ensuring their full control of the content and communications tools. The tutor training course is permanently operational, incorporating new applicants when the number of students shows a rapid saturation of course tutors.

The change produced by the transfer of educational responsibilities to the Regional Autonomies has not modified the Mentor system's ability to function, but has, on the contrary, encouraged collaboration between the different Education Boards.

The current structure of this training system enables collaboration to be established with all countries who share the same language. The courses can be followed from any country. Consequently, a classroom has recently been set up in Honduras (Comayagüela) and there are two training classrooms running in Nicaragua. This initiative emerged from collaboration between the New Technologies Programme of the Ministry of Education, Culture and Sport, the Spanish Agency for International Cooperation (AECI) and the literacy programmes promoted by the Ministries of Education in Spain, Honduras and Nicaragua.

At present, negotiations are being finalised between the Ministry of Education, Culture and Sport and the Association of Educational Television in Latin America for broadcasting these courses in South America, complemented by audiovisual broadcasts.

Collaboration with countries in Latin America is based first of all on the use of the existing courses, progressing subsequently to the production of distance-learning courses by each of the Ministries of the South American countries, in such a way that, together with those generated by the MECS and Regional Autonomies, they can produce a significant amount of material of common use, shared by the entire educational community in South America.

3.3.2 The Alba Project

The Alba Project: Improvement to the employability of women, linking basic / regulated and occupational training, is part of the EU Leonardo da Vinci Vocational Training Programme and was selected by the European Commission for co-financing during the 1998-2000 period.

The aim of the Project is to promote coordination between sub-systems of basic education and Occupational Vocational Training, improving training opportunities, providing adult women with better employment opportunities suited to the employment posts currently on offer, even though they lack basic and professional qualifications.

The promoting body was the Spanish Women's Institute. The Spanish partners participating in this project are the Ministry of Education, Culture and Sport, the National Employment Institute and the National Institute for Professional Qualifications, whose responsibility was that of studying and monitoring the professional profiles which arose and validating in the future the training and professional experience gleaned from the project.

Apart from the national partners, trans-national partners were the CRASFORM Association, with the technical support of ISFOL, from Italy, and the Portuguese Industrial Association, AIP/COPRAI.

In developing the Spanish experimental actions, two jobs from the professional trade of catering were chosen, being kitchen assistant and restaurant-bar assistant. This choice was made above all on the grounds of foreseeable demand for jobs associated with this trade in the specific areas where the pilot experiences were carried out. It is also an area in which women are not often found.

The central idea of the Project was to show that coordination between the sub-systems of basic education and occupational training, depending on the institutions participating in the project, facilitates training and the conditions for accessing employment for adult women who lack basic academic and adequate professional qualifications. The means for accomplishing it consisted of setting up an inter-institutional offer which would respond to several fronts, basic education, training in a profession and access to qualifications, and which would likewise enhance employability and integration in the labour market.

On a small scale, the *Alba Project* contains a good part of the ingredients forming the main lines of the *New National Professional Training Programme* as it links different sub-systems, joins the different training lines together, validates the students' knowledge and skills irrespective of their origin, explicitly subordinates basic education to professional training and both to integration in the labour market and aims to train and integrate women as a group in jobs in which they are poorly represented and which have a high demand of qualified professionals in the Spanish labour market.

In the design of the project and in its start-up and entire development, certain strategies and procedures were established to make this project an experience in good practice.

The current situation of the education and training of adults in Spain is a complex one. There is an adult education system (regulated basically from the Third Level of the LOGSE) in full process of implementation of the new system. There is also a vocational training system (comprising the three sub-systems of regulated vocational, occupational and continuing training) resulting from the *New National Vocational Training Programme*, which includes various training lines dependent on the educational (regulated vocational training) and labour authorities (occupational and continuing vocational training), and of the social agents (continuing training).

Both the adult education system and the regulated vocational training and occupational vocational training sub-systems are dependent¹² on the regional governments, which, having received responsibilities in these issues at very different moments, are currently at different phases of development of the regulations and implementation of the offer. The continuing vocational training sub-system is also decentralised although its fundamental feature is its dependence on the social agents (trade unions and business organisations) and on the labour administration, which has recently become a player.

The action lines for the future include developing the Third Level of the LOGSE regarding basic adult education and channelling the three sub-systems of vocational training through the creation of a National Professional Qualifications System. This is one of the basic contents of the White Paper of the Vocational Training and Qualifications Bill, approval of which will complete the development of the *New National Vocational Training Programme*. Along with these major initiatives there is a series of very different Plans concerning sectoral policies, associated with adult education and training.

4.1 Development of the Third Level of the LOGSE in the framework of educational transfers

Unless there are delays, by the 2002-03 academic year the process of applying the new regulations of the education system foreseen in the LOGSE will have been completed. As to the Third Level, dedicated to adult education, during this period a series of very important questions for defining the offer directed to this part of the population should finally be resolved. One should bear in mind that the aforementioned Third Level is the only one dedicated to education which does not directly regulate that education. In the First and Second Levels of the LOGSE, aimed respectively at *General* and *Special Education*, the legislator expressly orders these in stages, cycles and grades. However, in the Third Level a calculated ambiguity has been chosen arising from the *transverse* consideration that is granted to the adult condition regarding access to the different teaching options established by Law.

12. As mentioned above, only the cities of Ceuta and Melilla have not received the transfer of responsibilities with regard to adult education, regulated vocational training and occupational vocational training. This is also the case of the Regional Autonomy of the Basque Country in terms of occupational vocational training.

This ambiguity may cause significant differences in terms of the type of offer among Regional Autonomies in such sensitive issues such as those leading to the new basic qualification of the system. The differences referred to are derived from the decisions being made by certain Regional Autonomies and that should be made by all of them by the 2002-03 academic year as to whether education to obtain the qualification of Graduate in Secondary Education will be carried out in specific adult education centres, in *Secondary Education Schools* or in both.

The issue of the place for the teaching of basic adult education is no less important. The same sense of networks of specific centres of adult education, lacking the possibility of offering courses leading to basic qualifications for which they were created, will be seriously jeopardised if this comes about in a general way. Access for many adults to non-specific centres would also be much more difficult. However, it does not seem that this idea will become the general one.

We are also in a situation of little development regarding the regulation of the *Baccalaureate for adults* in its in-person (evening classes) and distance study model, a step taken by only a few Regional Autonomies (Andalusia, Galicia and the Canary Islands). We must take into account that general application of the new organisation of the educational system has not yet concluded. The official schedule foreseen for implementing the second course of the new Baccalaureate is the coming 2001-02 academic year (Table 4.1) but many Regional Autonomies have brought this date forward.

The same can be said regarding the regulation of *Regulated Vocational Training* for adults. Once again, the Regional Autonomies of Andalusia, the Canary Islands and Galicia are the only ones to have regulated some specific means by which adults can follow this kind of training. The remainder appear to be waiting. We should also consider how, in the case of the Baccalaureate, the period for implementing the Higher Grade Training Cycles does not end until the coming 2001/02 academic year (Table 4.1). This question of specifically regulating Regulated Vocational Training, more of which will be discussed later, is, in our opinion, one of the most important challenges facing adult education and training in Spain. The foreseeable *Vocational Training and Qualification Bill*, the White Paper of which is currently under national discussion and debate, could provide some lines of reply to this.

Most of the Regional Autonomies have not yet regulated the *tests for direct awarding of the qualification of Graduate in Secondary Education* (for over 18s), as have Valencia, Galicia and Navarre. Neither have they regulated the *free tests for over 23s to obtain the Baccalaureate qualification direct*, because, as already mentioned, the period for them to apply the new regulations to the Baccalaureate has not ended yet.

Table 4.1: Schedule for applying the new regulations of the education system. 2000

School year	Courses of the new organisation of the system to be introduced	Courses regulated by the LGE no longer to be given
2000/01	▫ 1st year of the Baccalaureate ▫ Specific Vocational Training, Middle Grade ▫ 5th year of middle grade Dance ▫ 6th year of middle grade Music ▫ Middle and higher grades of Education in Plastic Arts and Design	▫ 3rd year of BUP ▫ 1st year of FP II (Vocational Training) in Specialised subjects ▫ Entrance course for General Vocational Training ▫ Old Dance Plan ▫ Old Music Plan
2001/02	▫ 2nd year of the Baccalaureate ▫ 6th year of middle grade Dance ▫ Higher Grade Specific Vocational Training	▫ University Orientation Course (COU) ▫ 2nd year of FP II (Vocational Training) in Specialised subjects ▫ 1st year of FP II (General Vocational Training) ▫ 1st year specialisation in Applied Arts and Artistic Skills
2002/03		▫ 3rd year of FP II (Vocational Training) in Specialised subjects ▫ 2nd year of FP II (General Vocational Training)

Source: Prepared by the MEC, CIDE, based on regulations.

As regards Regulated Vocational Training, almost half of all Spain's Regional Autonomies have regulated the *entrance tests for the Middle Grade Training Cycles* (for over 18s) and those of *Higher Grade* (for over 20s). The remainder are merely developing them according to lesser standards than those of the general rules of the State Government. The foreseeable organisation, established in Article 53.4 of the LOGSE, of tests for the "*obtaining of Vocational Training qualifications in the conditions and cases established*" has not yet become effective. Of course, the reply to this should be in the future *Bill of Vocational Training and Qualifications* referred to above. Finally, we shall have to see the repercussions of a recent modification of the LOGSE, effective since 1999, that will enable access to the Higher Grade Training Cycles for students who have obtained the qualification of Technician after obtaining the corresponding Middle Grade Cycle of the same professional family by following certain studies that are set by the education authorities. This will represent the possibility of accessing other professional studies without having to study for the Baccalaureate.

In short, the double process of the regulations of the LOGSE, emphasising the case of the Third Level due to lack of specification, and the decentralisation of responsibilities to the Regional Autonomies, places adult education at a point from which significant transformations will surely arise concerning the type of offer, type of centre and possibilities of accessing qualifications through free tests. We have to see whether the various authorities decide finally on offers aimed at the adult population with the triple condition of specificity, quality and quantity, or if, on the contrary, they adopt more timid postures based on more subsidiary and remedial concepts of adult education. In favour of the former option, apart from the general lines linking the development of societies with their ability to facilitate the constant education of their citizens, are the low birth rates in the country, which allow freeing resources from the ordinary education system without requiring large additional investments.

4.2 The New National Vocational Training Programme

In its last stage (to end in 2002), the so-called *New National Vocational Training Programme*, which is no longer new in Spanish vocational training, is responding to a good part of its initial forecast. However, it still has to lay the cornerstone (primary objective) giving

sense to it and upon which the other objectives are based, namely the creation of the National Qualifications System with the participation of the Regional Autonomies, which will allow life-long training, by integrating the three-sub-systems of vocational training (regulated, occupational and continuing). This is the basic reason for being of the *White Paper of the Vocational Training and Qualifications Bill*. The way it is finally carried out will be decisive in whether or not it provides Spanish society with a dynamic system of training in and recognition of professional knowledge and skills.

A very important element into which the second objective materialised was in the so-called Workplace Training (FCT) system, which is compulsory in all the Training Cycles of Regulated Vocational Training and which is increasing in Occupational Training. The compulsory nature of this practical training in companies in the former is one of the most relevant and most directly professionalising elements of the new Regulated Vocational Training system. FCT is carried out through collaboration agreements between education or labour authorities and the business organisations, trade unions, corporations, institutions or bodies and is expressly regulated and evaluated so that it fulfil its function.

As to the development of an integrated professional information and guidance system, foreseen in the third objective, in which the public employment services network, guidance departments and training and guidance departments at vocational training and adult education centres, along with other information and guidance organisations and bodies, cannot be said to have reached their goals yet. The *White Paper of the Bill of Vocational Training and Qualifications* expressly foresees developing this item, whose real usefulness will be highly evident.

This White Paper of the Bill, as one of its central axes, foresees the creation of a network of *Integrated Vocational Training Centres*, as one of the measures that would respond to what is set out in the fourth objective. These centres would have roles relating to the innovation and development of education corresponding to the three sub-systems of vocational training. With regard to this objective, syllabus materials have also been drawn up for certain Training Cycles in the distance learning model.

The European framework and dimension of vocational training was an issue expressly contemplated in the fifth objective of the Programme. Measures taken tend to support the transparency of professional qualifications within the framework of the European Union. They are geared to facilitate the free circulation of workers, through agreeing on certification and recognition with the most common references of the European Union, and the establishment of a method and instruments for certifying the qualifications in line with European standards. Secondly, they tend to establish consistency in the training actions with the objectives of the structural bases, supporting and encouraging the mobility of students and teachers (including those employed) to training centres and companies in other European Union member countries, intensifying the training programmes for acquiring skills in foreign languages. Thirdly, they promote European programmes and EU initiatives for vocational training.

There have been measures directed towards putting the sixth objective into practice, related to the programming of specific offers for certain groups with special needs. These groups are those under 25 who have been unemployed for six months, adults who have been unemployed for one year, the long-term unemployed, people currently employed (above all young people), women with difficulties in accessing work, immigrants and people with labour experience but require an updating of skills. They have been set up in nearly all cases through different plans such as the Action Plan for Employment, the Plan of Equal Opportunities between Men and Women, the Plan for Social Integration of Immigrants and the Global Action Plan for Young People.

The measures effectively taken to reach the professionalising dimension of Regulated Vocational Training have determined a modular structure of the Training Cycles, adapted in this way to the National Qualifications System. The implementing of this teaching is to take into account the social-labour environments in question and adapt to foreseeable changes in the demand for professional qualifications, and the strengthening of the *Labour Training and Orientation* (FOL) Module in each Cycle.

At a different level of accomplishment are measures for improving implementation of Regulated Vocational Training for which, in some areas, there is a much greater demand for some professional families and Cycles (especially Higher Grade) than is available. Other measures include the carrying out of tests for entrance to Training Cycles, not regulated by all the Regional Autonomies, as we have stated; obtaining the Vocational Training qualifications envisaged in Article 53.4 of the LOGSE, which is awaiting the creation of the National Qualifications System; regulating enrolment by modules which can be capitalised, to facilitate life-long learning which has only been effected by a few Regional Autonomies; and, very gradually, expanding models of distance, part-time attendance and evening class Regulated Vocational Training aimed at adults.

The setting of criteria so that the centres teaching Regulated Vocational Training can carry out Occupational and Continuing Vocational Training actions are awaiting approval of the future *Vocational Training and Qualifications Bill*.

The measures foreseen to favour the independence of the centres, to provide an incentive for the development of improvement and innovation projects and to facilitate the knowledge, sharing and generalisation of experiences are gradually being implemented.

Much slower is the development of measures tending towards providing an incentive for the qualification of human resources. Examples can be the establishment of teachers' residencies in companies within the sector, the incorporation of specialists from the labour sphere to teach Specific Vocational Training and the participation of students at public Regulated Vocational Training centres in Occupational and Continuing Vocational Training actions. Once again, the expected *Vocational Training and Qualifications Bill* may provide some effective answers to this.

Although everything can be improved, the provisions of material resources suited to the programme's objectives appears to be sufficient, with regard to both equipment and teaching resources and adaptation of areas and facilities.

As stated, various models of *Social Guarantee Programmes* have been progressively regulated. The offer is being significantly widened, setting up formulae for collaboration between, among others, authorities of various scopes, social agents and non-governmental organisations for carrying out these Programmes. Priority is also being given to Social Guarantee Programmes in the training-employment model.

As to the measures foreseen in the field of Occupational Vocational Training, most of these training offers have been adapted to the demands from productive areas, giving importance to the qualification and classification of those seeking employment.

Teaching syllabuses leading to the obtaining of Professional Certificates have been designed, including therein the skills associated with the social-labour environment.

The offer of Occupational Vocational Training has been aimed primarily at groups with special difficulties or which are susceptible to social-labour exclusion, such as unemployed and poorly qualified young people, long-term unemployed for reasons of age or low qualifications, women with particular difficulties in reincorporating into the labour world, etc.

There is special insistence in the advance measures to offer opportunities of employment, training, recycling and labour practice to young people who have been out of work for six months, and to adults who have been unemployed for twelve months.

Specific training plans have been set up with regard to new technologies, new jobs and new sources of work, taking into account the information obtained by the Observatories of developments in the work markets.

In the field of Continuing Training, measures tending towards the development of the leading role of social agents in the management of Continuing Training and strengthening Vocational Training of employed people through collective negotiation have been adopted.

As to the measures aimed at encouraging training of the working population, access of workers in small- and medium-sized companies to the various training initiatives have been favoured. Participation in training actions by workers with higher risks of instability or labour exclusion such as women, people over the age of 45 and workers with low qualification levels has been increased. Here, grouped sectoral programmes have been favoured.

The *New National Vocational Training Programme 1998-2002* is situating Spanish vocational training in a very different context to that in which it was normally handled. The fact of organising it in three inter-connected sub-systems, and its link with the labour world, have represented a clear step ahead. All the elements and many actions and measures are being taken towards making the entire system function as a whole. But the keystone locking the system is still missing. This keystone should be the effective creation of the National Vocational Training and Qualifications System, foreseen in the future Vocational Training and Qualifications Bill. The implementation of this System will satisfy the main objectives of the *New Programme* and also the principal lines regarding vocational training and certain aspects of adult education foreseen in the LOGSE. As said above regarding the development of this Bill, we find ourselves at a stage from which Spanish vocational training should proceed, at a slower or faster pace, towards providing flexible and multiple answers to the problems that arise from the evolution of the labour markets. This process of linking and integrating efforts seems irreversible, but it should take into account the traditions, ways of action, the professional, sectoral and geographic cultures of the different authorities, institutions and social agents. The greater the effort to incorporate initiatives of common achievement, the easier and faster we will have a far more efficient training system.

4.3 The National Plans

Apart from the LOGSE and the *New National Vocational Training Programme*, on which the directive lines of adult education and training in Spain are based, there is a series of wide-ranging Plans, aimed at orienting the sectoral policies. These will also have uneven repercussions on adult education and training. Worth mentioning among them is the *Action Plan for Employment*, but there will also be repercussions in this sense from the *III Plan for Equal Opportunities between Men and Women*, the *Plan for the Social Integration of Immigrants and the Plan of Global Action for Young People*.

4.3.1 The 2001 National Plan for Employment (PNAE)

The 2001 National Plan for Employment sets the strategy of the Spanish Government's employment policy for this year. The social agents participate actively in preparing it through a period of enquiries prior to the final drafting, carried out by the Ministry of Labour and Social Affairs and, subsequently, receive information about its execution throughout the entire development phase. The Plan is the outcome of efforts to integrate the policies to be applied so

that they provide an integrated reply to the proposals of the 18 directives structured around the four pillars of the European employment strategy, which are as follows:

- Pillar I: To improve the capacity of professional integration (employability)
- Pillar II: To develop company spirit and the creation of jobs
- Pillar III: To foster the capacity of adaptation of companies and their employees
- Pillar IV: To reinforce policies of equal opportunities between men and women

Pnae 2001: forecast of actions associated with training

PILLAR I: To improve the capacity of professional integration

Guidelines	Actions (associated with training)
1. <i>To combat youth unemployment and prevent long-term unemployment</i>	To attend the 1,085,964 unemployed (1,121,069 integration actions: 478,692 of Occupational training, 67,284 Training-job Plan, 575,093 Guidance and Advice). Budgeted expense: 0Ptas. Modernisation of the public employment service. Action plan for the very long-term unemployed. Continuity of the <i>Shock Plan in areas with special unemployment features</i> (in 25 municipalities, with the participation of 2,500 unemployed people and an investment of 5,000 million pesetas)
4. <i>To Develop skills for the new labour market in the context of Continuing learning</i>	<i>Adapting the education system to the needs of the new knowledge society: Development of the LOGSE</i> <i>Memorandum on Continuing Learning: National Debate</i> <i>The Vocational Training and Qualifications Bill</i> <i>The Quality of Training Bill</i> Participants foreseen in education and training actions: 5,562,852, (including students in the 2nd Cycle of the ESO and Baccalaureate), subsidised with a total of 657,657 million pesetas. Cost per participant: 105,224 pesetas, if Classroom Workshops are not included or 118,223 pesetas if they are included. Increase in the cost <i>per capita</i> of 4%.
5. <i>Computer literacy</i>	Teaching a digital literacy module. 3,500 million pesetas will be devoted to training 260,000 active people (9,000 employed, 140,000 unemployed and 30,000 participants in the employment/training programmes). Review of the entire training offer in collaboration with the two main Business Associations in the Sector for adapting the information society. Strengthening the National Occupational Training Centres as leading centres of innovation and development in the fields of the new technologies (In 2001: Experimental Centre of Advanced Technologies, with additional financing of 1,000 million pesetas). Strengthening of the National Centre of Information and Educational Communications in training teachers and adults in the new technologies. From 2000 onwards, the training of some 10,000 teachers and 9,000 adults per year is scheduled. Teaching training modules (50 hours), in the initiation or perfecting of new technologies to 3,500 trainers dedicated to training the unemployed. Increase in the average number of connections to the Internet at training and education centres, trying to make its use universal. Reduction of the number of students per computer and increase in the number of students who use data processing resources in class
6. <i>Active policies for adapting the demand of jobs and to combat new inadequacies</i>	To continue with decentralising employment services, transferring labour aspects to the Regional Autonomies which still do not have these responsibilities. Development of means for detecting training needs for employed persons foreseen in the new Agreements on Continuing Training (6,000 million pesetas). Training in the new technologies (obligation of the INEM and Associations in the Sector), in 3 years, 14,000 information and communication technologies professionals (9,000 million pesetas in the 2001-2003 period). In 2001 some 3,500 new professionals will be trained. Companies in the sector will finance 35% of the cost. They will also study the professional profiles required by companies associated with the information society and others that incorporate new technologies in their production processes. The aim is for 30% of the training actions aimed at employed people, in the next three years, to be related to the new technologies. The aim in 2001 is to train 625,827 workers (Budget 30,000 million pesetas)

PILLAR I: To improve the capacity of professional integration (employability)

Guidelines	Actions (associated with training)
7. <i>Combat discrimination and promote social integration through access to employment</i>	A. The handicapped To improve integration into work for disabled people (new model of co-ordination between INEM-IMSERSO-Regional Autonomies) Handicapped workers will continue to have priority for incorporation in employment and training programmes. Continuity of the <i>plan of employment for handicapped people by the ONCE Foundation</i> (1999-2008), by which 40,000 handicapped people will be trained and 20,000 jobs will be created for them. Preferential attention to the needs of handicapped people in programmes linked to the Information Society (INFO XXI) and to the promotion of the use of the new information technologies. Special education programmes for the handicapped in their initial training when their handicap impedes their integration in the usual education system. The aim is to teach 27,160 students. B. Immigrants and emigrants Coming into effect of Bill 8/2000, dated 22nd December reforming the previous Bill 4/2000, for adapting to the intensity of the migration phenomenon. The new law acknowledges the principle of non-discrimination of foreigners in accessing employment and the Social Security system, as well as accessing jobs in public administration in the same conditions as European Union Citizens. Also foreseen, with the participation of the Public Employment Service, Regional Autonomies, trade unions and entrepreneurs, is the system for determining the number of immigrants Spain needs each year to cover the needs of its labour market. Support for the hiring of immigrant workers to those who provide learning at the job under the form of training contracts. C. Other disadvantaged groups Services will be maintained for integrating groups at risk of exclusion and poverty, run by Regional Autonomies and local authorities. (The Canary Islands will carry out integration projects for disadvantaged groups, integrating individual support, training and integration aids. Navarre will develop a training and integration programme for immigrants.

PILLAR II: to develop company spirit and the creation of jobs

Guidelines	Actions (associated with training)
9. <i>To favour access to business activities</i>	Continuing training for self-employed people and other groups (5,000 million pesetas) Training programme for businesswomen (25 million pesetas) To promote the training of businesspeople and potential entrepreneurs, incorporating the company spirit in the education system. To increase the number of young people and adults in training related to: Job Training and Guidance, and Administration, management and marketing of small companies. To promote business studies for teachers and trainers in Vocational Training . To develop school-company relations and increase the number of centres offering business studies. To develop activities of dissemination and formation of cooperatives, workers' cooperatives, mutual societies, integration companies and other bodies in the social economy. Aids for training in self-employment (120 million pesetas). Aids to returning emigrants for self-employment and training or advisory actions to facilitate self-employment or the creation of SMEs. Organisation of the 1st "Salón Emprende" as a forum for entrepreneurs, investors and various authorities and institutions.
10. <i>New possibilities of employment in the society based on knowledge and services</i>	Classroom and distance training for 1,000,000 citizens in the use of the Internet (Ministry of Science and Technology). Basic training in new technologies for 5,000 workers (2,000 women). Budgeted investment: 400 million pesetas, with the participation of the European Social Fund. Plan for the training of technicians and professionals in the information and communications technologies for the labour integration of 2,000 new professionals (8,000 in three years), with mixed financing: 65% from the INEM and 35% from the collaborating companies. Continuing training of 400 professionals in new technologies (160 women). Budget of 400 million pesetas, co-financed by the European Social Fund. Creation of a Virtual Distance Services Centre for training women in new technologies and teleworking.

PILLAR III (1):

Guidelines	Actions (associated with training)
15. <i>Supporting the adaptability of companies as a component of continuing learning</i>	Start-up of <i>Continuing Training Agreements</i>. 153,836 million pesetas will be devoted to the advantage of 2,703,107 people, with an increased expense per capita per employee of 3.3%.

PILLAR IV (2):

Guidelines	Actions (associated with training)
16. <i>Favourable approach to the integration of equal opportunities between men and women</i>	Set-up of the Observatory of Equal Opportunities between Men and Women

- (1) Enhancing the capacity of adaptation of companies and their workers
(2) Reinforcing the policies of equal opportunities between men and women

4.3.2 The III Plan of Equal Opportunities between Men and Women

The *III Plan for Equal Opportunities between Men and Women* contains the action lines of the Women's Institute for the 1997-2000 period with the aim of introducing gender equality in all active policies and promoting women's progress in all areas of social life, particularly in the economy and in decision making. Continuity of the actions lines of this Plan is ensured. In fact, the Action Plan for Employment dedicates its Pillar IV to *the strengthening of the policies of equal opportunities between men and women*.

The ten areas into which the III Plan of Equality is divided are: education, health, economy and employment, decision making, communications media, environment, violence, social exclusion, women in country areas and international co-operation. Included in each of them are specific measures to be developed, furthering equality in each area, all of them with the aim of promoting equal opportunities between men and women in all activities and policies and on all levels.

4.3.3 The Plan for the Social Integration of Immigrants

Its aim is to detect and take care of the integration needs of immigrants and refugees, promoting and supporting the actions carried out by the different authorities and social environment with this purpose. It has been in force since December 1994.

Among the foreseen measures of a social-labour nature, those associated with education and training are the organisation of actions for professional guidance perfecting, and the access to employment programmes promoted by the public authorities for immigrants established here permanently.

The educational measures aimed at the adult immigrant population foresee teaching the language or languages used in the host area; actions of awareness and appreciation of the culture and history of the countries of origin of the flow of people and the training of immigrant social groups and instigators.

4.4 The Vocational Training and Qualifications Bill

This bill, currently being discussed with social agents and the Regional Autonomies, is being carried out jointly by the education and labour authorities. Its main lines of action are:

- To guarantee the principle of equality for all citizens to access training.

- The establishment for the entire country of the basic qualifications defined at the Lisbon summit, in such a way as to guarantee the students suitable training to participate in active life through the use of new technologies, team work, the acquisition or improvement of linguistic abilities and business techniques.
- The establishment of a national system of professional qualifications, taking EU criteria as a reference in order to facilitate movement of workers.
- The recognition of various means of acquiring professional qualifications, including work experience and informal apprenticeships.
- The integration of training models so that beneficiaries of vocational training can plan and organise their professional careers, establishing the bases for the recognition of and equivalencies between the training types.
- The establishment of mechanisms to ensure collaboration between companies and schools or training centres, by means of the companies playing a leading role in defining the training they require from their employees; alternating training between work centres and training centres; the training of teachers in companies and the collaboration of professionals from the companies in providing training.
- Adaptation of training opportunities to groups with problems such as handicapped people and those with difficulties of social integration.
- The provision of an integrated system of information and guidance about training opportunities and the relation between opportunities and access to employment.

The approval of the Bill is important. Its implementation will mean the materialisation of some of the issues established in the LOGSE related to Regulated Vocational Training and Adult Education, and, above all, of the New Vocational Training Programme which should become the keystone which imbues a full and practical meaning to its entire content. It is a large scope operation, even though the elements comprising it are previously in place. It is a matter first of all of setting up a national system of professional qualifications (with all that is involved in a country as deeply decentralised as Spain) while at the same time taking into account the social agents and the education and labour authorities.

But, apart from the integration of the various routes of certification in a unique system, the bill foresees integration of the training models corresponding to the three sub-systems at certain *Integrated Vocational Training Centres*. They will form a network of national reference centres, implemented in all the Regional Autonomies, the object of which will be the development of actions of innovation and experimentation.

The consulting phase in which the bill now stands is particularly important due to the high number and variety of instances involved. But when the Act is passed, after the appropriate adjustments have been made, it will probably mark a highly significant turning point in the evolution of vocational training in Spain.

5 CONCLUSIONS

A global view of adult education and training enables one to appreciate the complexity of this social phenomenon in which so many different traditions are involved, with these arising from regulated education, vocational training and popular or citizen education. People working in education and labour departments and social agents, as representatives of the citizens' interests, are those who manage the various adult education and training processes from different viewpoints and sensitivities, generating different adult training sub-systems. If to this we add the current process of the decentralisation of responsibilities in education and training occurring in Spain from the Central Government to the Regional Autonomies, we find a new factor, the territorial one, which both enriches yet makes the organisation and administration of education more complex.

The will to translate all of these elements into a flexible and modern system which takes adult training and education out of its traditional disconnection forms part of the history of Spanish regulations and legislation in this respect. However, resistance to reality and inertia in doing anything are imposing on this will in such a way that we still see the presence of several insufficiently articulated sub-systems of adult training and education.

The present time is a very interesting one as the agreements between authorities and social agents seem to be aimed finally at effectively setting up an integrated yet decentralised system which can offer adult education and training that is within reach, easy to capitalise on and creditable, in very different circumstances. But it is also a delicate moment in the sense that, in order to carry out this transformation process, one has to consider different territorial, social and political issues, as well as the various professional traditions which have been playing the leading role in adult education and training processes.

Issues such as the foreseeable emergence of various types of professional training in integrated centres, collaboration between companies and the education and training system, and the recognition of knowledge and skills acquired through different means, at different times and under varying circumstances, mark a horizon which enables us to think about a more efficient and modern system, aimed at the improvement of the personal and labour conditions of Spanish adults and set in the framework of continuing learning. However, taking into account the clarity of the direction and horizon, we are still at the questioning stage. The passing of the future *Vocational Training and Qualifications Bill* should start to answer them.

Other questions arise in this situation, such as what the need may be for a closer bond between basic education and vocational training; the better use and reinforcement of the networks of adult education centres whose specificity and closeness may make them particularly effective in starting up courses which would be difficult for adults in other contexts to access; the improvement of the levels of education of Spain's adult population; *computer literacy* of a good part of this population, and basic educational attention in terms of teaching languages and customs to the growing number of immigrants.

Also, investment in short-term training, which prepares for immediate labour profiles is predominant over long-term investment in education, albeit with fewer immediate productive effects, yet it does favour higher returns on investment in training and productivity in the long

run. Short training processes often run themselves out or, in a short-lived labour profile which does not generate in adults any more desire or need to continue their training. Along with these effects it can be seen that those adults who train the most have the broadest basic training, whereas those who train least are those who have the least training. A greater amount of continuing training of a higher quality corresponds to a broader basic training. Also, acquisition of higher basic training levels makes the successive processes of continuing training cheaper and more profitable.

In the framework of training profitability, there is an urge to recognise and validate prior experience and acquired skills, irrespective of where, how and when they were acquired. This, as well as saving energy and resources that are often used in teaching what one already knows, avoids a source of demotivation created by continuing training processes which do not recognise the previously acquired human capital of the adults who are participating in the training processes. Despite efforts being made to recognise prior experience, the value of the knowledge and labour skills still depends more on the prestige of the institutions and circumstances in which they were acquired, or on the professionals who taught them, than on the effort made by those who possess them and the real awareness of the existence of these skills. Although mechanisms of recognition and validation are being set up, in this sense there is still great disproportion between the various and different functions of teachers. Teaching continues to be the priority (as the teacher's activity) rather than learning (as the student's activity) and, in this sense, greater disproportion is observed between the functions of teaching and those of recognising and validating. Concern about evaluating and validating what has already been acquired irrespective of the circumstances in which it occurred, may produce a substantial change in the methodology of training processes with adults. Spain is at a favourable time for this change as people are increasingly more aware of the social and productive value of this learning.

Along these same lines, one observes the abandonment both by social agents and the authorities of the influx of popular tradition with the excuse that this type of learning does not lead to employment. However, upon making a difference between work as an unpaid activity that produces assets and services required by society, and employment as the activity that produces these assets and services but remunerated, one notes the opening occurring in the productive system in integrating the entire activity, either remunerating it and seeking new sources of employment in traditionally unpaid jobs (the so-called "on hand" professions) or not remunerating it but formally acknowledging its productivity and interest (self-service in petrol stations, restaurants, in banks by using cards, etc.). This integration of popular skills which supports this kind of work is in contrast to the lack of care in their promotion by the training systems. It would seem of interest to strengthen a kind of cultural skills which have traditionally been neglected by the training system as they are in the productive system, when circumstances are changing. If we also consider that these skills are directly profitable in strengthening co-existence and democracy, then their greater integration in a modern system of adult training and education would be of considerable social interest.

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GLOSSARY

- AECI: Spanish International Cooperation Agency
- AEEA-OEEA: European Office Association of Adult Education
- AES: Economic and Social Agreement
- AI: National Multi-Industry Agreement
- AIMC: Association for Media Research
- AIP/COPRAI: Asociación Industrial Portuguesa - Portuguese Industrial Association
- AMI: National Multi-Industry Framework Agreement
- ANE: National Agreement on Employment
- BOE: Boletín Oficial del Estado - Official State Gazette
- BUP: "Bachillerato Unificado y Polivalente" - Secondary Education (General Education Act)
- CC.: Sciences
- CEAs: Adult Education Centres or Social Action Centres
- CEIM: Confederación Empresarial de Madrid - Business Confederation of Madrid
- CEOE: Confederación Española de Organizaciones Empresariales - Spanish Confederation of Business Organisations
- CES: Consejo Económico y Social - Economic and Social Council
- CIDE: Centre for Educational Research and Documentation (Ministry of Education, Culture and Sport)**
- CIDEAD: Centre for Innovation and Development of Distance Education
- CIE: Business Initiative Centres
- CNICE: National Educational Information and Communication Centre
- COU: University Orientation Course (General Education Act)
- CRASFORM:
- EA: Adult Education. At times, the letters EPA are used (education of adult people). This has not been used here to avoid mistaking it for EPA (Survey on the Active Population)
- EGB: General Basic Education (General Education Act)
- EGM: General Resources Study
- EOI: Official Language Schools

EPA: Survey on the Active Population

ESO: Compulsory Secondary Education

FAEA: Federation of Adult Education Associations

FCT: Workplace Training

FEUP: Spanish Federation of Popular Universities

FOGASA: Salary Guarantee Fund)

FOL: Training and Labour Orientation

FORCEM: Foundation for Continuous Training

FP I: First level Vocational Training (General Education Act)

FP II: Second level Vocational Training (General Education Act)

FP: Vocational Training

FPA: Accelerated Vocational Training

ICAE: International Council for Adult Education

IES: Secondary Education Schools

IMERSO: Institute of Migration and Social Services (Ministry of Labour and Social Affairs)

INCUAL: National Institute for Professional Qualifications

INE: National Statistics Institute

INEM: National Employment Institute

INSHT: National Institute for Health and Safety at Work

INSS: National Social Security Institute

ISFOL:

ISM: Marine Social Institute

LGE: General Education Law

LODE: Constitutional Law Regulating the Right to Education

LOGSE: Constitutional Law on the General Organisation of the Educational System

LRU: Constitutional Law of University Reform

MEC: Ministry of Education and Science (previously MECD)

MECD: Ministry of Education, Culture and Sport

ONCE: Spanish National Organisation for the Blind
ONG: Non-governmental Organisation
PGPT: Participation of education in total public expenditure
PIB: Gross National Product
FIP plan: National Plan of Training and Professional Integration
PNAE: Spanish Action Plan for Employment
PNTIC: New Information and Communication Technologies Programme
PPO: Professional Promotion for Workers
PTT: Work Transition Plans
SMEs: Small and Medium size companies
SEAF: Employment and Training Action Service
SIPEs: Integrated Services for Employment
UNED: National Distance Education University
UPD: Promotion and Development Units
UU.PP.: Popular Universities
VIA: Initial Student Assessment

ANNEX A: TEACHING SUPPLY

Type of teaching	Teaching	Basic features	Duration	Qualifications/ Certificates
Regulated education	Basic education for adults	Two major periods: <i>Initial Education</i> (including literacy) and <i>Secondary Adult Education</i> Access for over 18s (16 in exceptional cases) Modes: Classroom, distance, semi-classroom (Andalusia)	Not required (In the Basque Country, 12 four-month periods). Secondary Education is usually divided into two academic years	Graduate in Secondary Education
	Baccalaureate	Four modes: <i>Arts, Nature and Health Sciences, Humanities and Social Sciences, Technology</i> . Evening: Two academic years, by complete courses, with the same schedule as for daytime Baccalaureate studies; It can be studied in blocks, in three years (20 classroom periods per week). Distance: Students can enrol in the number of subjects they wish. Access for over 18s (over 16 in exceptional cases) with the qualification of Graduate in Secondary Education. Semi-classroom (Andalusia)	Evening: With no time restrictions (In Andalusia and Galicia up to six years) Distance: No time restrictions	Baccalaureate
Regulated Vocational Training	Training Cycles	The <i>Training Cycles</i> are structured in Modules formed by areas of theoretical-practical knowledge. They are organised in Professional Families. The <i>Middle Grade Cycles</i> are considered as non-compulsory Secondary Education. The <i>Higher Grade</i> ones have higher levels of professional specialisation and are considered as higher non-university studies. To access direct the <i>Middle Grade Cycles</i> the qualification of Graduate in Secondary Education is required. For the <i>Higher Grade</i> the Baccalaureate qualification is required. Distance: model not often used. Access for over 18s with exceptions	This ranges between 1,300 and 2,000 hours and includes a training period in Work Centres (ECT) of some 350 hours, which is compulsory	<i>Middle Grade : Technician</i> (qualification which can be certified as second level in the European labour market) <i>Higher Grade: Higher Technician</i> (can be certified as third level)

Programmes of transition into active life	Social Guarantee Programs	An alternative for those who do not reach the Graduate in Secondary Education level at the end of their compulsory schooling. Its aim is to provide basic education, professional preparation and personal maturity to facilitate incorporation into active life or to Middle Grade Training Cycles. There are over 60 different professional profiles. They are aimed at young people without qualifications, of 16 to 20, 21 or 22 years of age (depending on the Regional Autonomy).	Usually one academic year (in some cases, two). Between 26 and 30 study hours per week.	Certificate in which the hours spent in each area studied and the grade achieved are stated.
Preparatory education to obtain official qualifications	Qualification of School Graduate.	Two convocations are made each year, usually in June and September, at Public Adult Education Centres The in-person and distance models are available	Variable. The most common is an academic year	School Graduate
	Qualification of First Grade Professional training	Two convocations are made each year at Secondary Education Schools. Preparation takes place at Adult education Centres. Conditions of access: To prove one year of experience at work and have the qualification of School Graduate	Variable. The most common is an academic year	Auxiliary Technician
	Qualification of Secondary Education Graduate	Conditions of access: Over 18 years of age To date, these exams have been held only in Catalonia and have been running since the 1999/2000 academic year.	Variable. The most common is an academic year	<i>Graduate in Secondary Education</i>
	Access to Middle Grade training cycles	Common for all Cycles. It has two parts, one socio-cultural and the other scientific-technological Reference: The general objectives of Compulsory Secondary Education Conditions: To be at least 18 years of age, to have passed some Social Guarantee programme or to prove at least one year in employment.	Variable. The most common is an academic year	It allows access to the Cycle
Preparatory education for entrance examinations for various levels of education	Access to the Higher Grade training cycles	There are different exam options, each of which enables access to the cycles of a same professional family. The contents are adapted to the official syllabuses of the four kinds of Baccalaureate. Conditions: Being over 20 years of age, or over 18 and holding the qualification of Technician within the same professional family	Variable. The most common is an academic year	
	University access	Each university organises its own exams which vary according to the careers to which the students aspire. Conditions: To be over 25 years of age	Variable. The most common is an academic year	It enables access to a given career

Language education	Official Language Studies	They can be studied in-person or distance (First cycle of English). The qualification can also be obtained through free study. In-person teaching has two cycles, the first of an instrumental nature and the second of a terminal nature. Conditions: To have completed the first cycle of Compulsory Secondary Education or hold the qualification of School Graduate or the Certificate of Primary School Studies.	Elemental cycle: Three academic years Higher cycle: Theoretical duration of two years (not regulated officially)	<i>Elementary Cycle Certificate and Certificate of Aptitude</i> in the language studied.
Non-formal education	Education aimed at personal development	Typical training: Single subject, the object of which is usually to study in depth some aspect in which the students enrolled are particularly motivated	Variable	
	Mentor Project	Open and distance training system, available to anyone, based on self-sufficient materials (paper, video, CD), supported by telematic tools (the Internet) and with the support of an online tutor. It allows the student to follow the course from home as long as he/she has a computer connected to the Internet, or from Mentor classrooms.	Each student sets the duration of his or her course.	MECD Certificate (in-person exam)
	Spanish for immigrants	Instrumental Spanish language learning.	Each student sets the duration of his or her course.	
	Workshop-Classrooms	Basic education linked to technical-professional training	Variable	
	University for mature students	Specific programmes for adults (55 years of age and over)	Variable	

Type of teaching	Classes	Basic features	Duration	Qualifications/ Certificates
Occupational Vocational Training (FPO)	FPO course programmes	Adapted to the training needs of the labour market. Highly practical training (which means around 60% of the total course hours) The initial level (academic or professional) at which the students start may vary. They may be in-person or distance 130 occupations in different productive sectors.	Variable, with an average of 450 hours	Certificate
	Professional Certifications	Adapted to the training needs of the labour market. Highly practical training (which means around 60% of the total course hours).	Variable, with an average of some 450 hours	Professional Certificate (With equivalence in the National Qualifications System)
	School workshop programme with Trade Schools and Employment Workshops	The <i>School Workshops</i> and the <i>Trade Schools</i> are work and training centres where young unemployed people under 25 years of age receive occupational vocational training alternating with professional practice (working on a real site) The <i>Employment Workshops</i> follow the same methodology and basic lines. They are aimed at the unemployed of over 25 years of age.	Variable: School Workshops, 1 - 2 years Trade Schools and Employment Workshops 6 months to 1 year	Certificate
Continuing Vocational Training	Training plans Individual training permits	<i>Company Plans</i> (Companies or <i>Groups of Companies</i> which prepare their own training plan and have at least 100 employees) <i>Grouped plans</i> for sectoral-type training, directed to two or more companies <i>Specific Social Economy Training Plans</i> aimed at Confederations and Federations of Cooperatives and/or Labour Companies well established in the Social Economy. <i>Inter-sectoral training plans</i> aimed at Business Organisations and the most representative Trade Unions <i>Individual training permits</i> so that the employees can study on courses to obtain complementary regulated qualifications	Short: An average of 38.81 training hours per participant in 2000	

ANNEX B: ORGANISATION OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT

Minister	<u>Secretary of State for Education and Universities</u> Organisation, programming and management of higher education; organisation of entrance examinations, international relations in the field of higher education.	Department for Education and Vocational Training Organisation, evaluation and innovation of non-university teaching; organisation of university entrance exams; training and updating of non-university teachers; management of the network of teachers' resource centres; training and evaluating training advisors; design and development of educational, psychopedagogic and professional orientation; innovation and documentation in education Legal, economic and administrative organisation of schools; scholarships and study grants; relations with the Regional Autonomies and local corporations; coordination of actions concerning foreign schools in Spain; responsibilities for inspections in terms of education and inspection	Dept. of Education, Vocational Training and Innovation in Education	
			Dept. of Territorial Cooperation and Inspection	
	<u>Secretary of State for Culture</u>	↑ ↑	Sub-secretariat for Education, Culture and Sport Budgetary policy, rationalisation and data processing of services, statistics, information and administrative documentation services, relations with the European Union and international cooperation, protectorate over foundations	Dept. of Universities
				Universities Council
				General Technical Secretariat
Dept. of Economic, Personal and Services Programming				
			Dept. of Fine Arts and Cultural Assets	
			Dept. of Books, Archives and Library	
			Dept. of Cultural Cooperation and Communication	
Higher Sports Council				

ANNEX C: ORGANISATION OF THE MINISTRY OF LABOUR AND SOCIAL AFFAIRS

Minister	Secretariat of State for Social Security Management and control of the Management Bodies and of the General Treasury of the Social Security; fostering and management of the legal organisation; management of the financial resources and expenditure; planning, coordination and management of the social services; responsibility for and control of the management of Occupational Accidents and Illnesses Mutual Trusts, Collaborating Companies and Labour Foundations	Dept. of Social Security Organisation General Management of the Social Security National Social Security Institute Marine Social Institute General Treasury of the Social Security
	Sub-secretariat for Labour and Social Affairs Preparation of the budget drafts; study, management and administration of human resources; preparation and application of the data processing plan; economic-financial management, contracting and management of assets; preparation and procedures of the projects of general resolutions; external and institutional relations of the Department; coordination of the Labour Advisory Boards; organisation of the control and inspection activities	General Technical Secretariat Dept. of Labour and Social Security inspection
	General Labour Secretariat To foster and manage the organisation and development of individual and group labour relations, conditions of work, health and safety; to foster, manage and coordinate the organisation and regulation of employment, labour measures of reconversion; to prepare, direct and execute policies and actions for the organisation of the protection in unemployment, creation of employment, and both Occupational and Continuing Vocational Training; to prepare, foster and execute political actions in the social economy sector; to propose and formalise projects of general resolutions concerning labour relations and employment; to promote, manage and formalise before the European Social Fund the actions leading to the fulfilment of the objectives of the European Union	Dept. of Labour Dept. of Promotion of the Social Economy and the European Social Fund National Employment Institute (1) Salary Guarantee Fund (1) National Institute of Health and Safety at Work (1) National Institute of Qualifications (1) Dept. of Social Action, of Minors and of the Family.
	Department of Social Affairs Management, planning, coordination and evaluation of the social services; promotion of equal opportunities; legal protection of minors; promotion of cultural communications among young people in Spain; management of programmes derived from tax assignments of Personal Income Tax for other purposes of social interest; foster and manage skills relating to migratory movements.	Dept. of Organisation of Migrations Women's Institute (1) Youth Institute (1)
		Institute of Migrations and Social Services (1)

(1) Independent bodies



U.S. Department of Education
Office of Educational Research and Improvement (OERI)
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